

Disaster Management Framework for Afghanistan



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Acronyms and Abbreviations

ACBAR	Agency Coordinating Body for Afghan Relief
ARCS	Afghan Red Crescent Society
ADB	Asian Development Bank
ADP	Area Development Program
AIMS	Afghanistan Information Management System
CHA	Coordination of Humanitarian Assistance
CBDM	Community Base Disaster Management Course
DAC	Development Assistance Committee (OECD)
DIMS	Disaster Information Management Systems
DMTU	Disaster Management Training Unit
DMT	Disaster Management Training
NDMO	National Disaster management Office
DPRP	Disaster Preparedness and Response Plan
DSA	Daily Subsistence Allowance
EOC	Emergency Operation Center
EHTF	Emergency Health Task Force
EW	Early Warning System
FAO	Food and Agriculture Organization
IOM	International Organization for Migration
IFRC/RC	International Federation of Red Cross and Red Crescent
IDM	Introduction to Disaster Management
IDP	Internal Displaced People
MoE	Ministry of Education
MRRD	Ministry of Rural Rehabilitation and Development
MoPH	Ministry of Public Health
MDM	Medicine De Mond
MSF	Medicine Sans Frontiers
NDMC	National Disaster Management Center
NEOC	National Emergency Operation Center
NGOs	Non-governmental Organization
ODP	Office for Disaster Preparedness
PPRP	Provincial Preparedness and Response Plan
PDMC	Provincial Disaster Management Center
PRA	Participatory Rapid Assessment
SOP	Standard Operating Procedure
TFI	Training for Instructors
TOT	Training of Trainers
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugeee
WFP	World Food Program
WHO	World Health Organization

Disaster Management Framework for Afghanistan

1. Introduction

This report describes a comprehensive framework for disaster management needs for Afghanistan. These needs are, fundamentally, to improve the effectiveness and efficiency of national and sub-national response and preparedness capacity, to reduce disaster vulnerability, and, thereby, to contribute to sustainable development in Afghanistan. This report aims to inform the Government of Afghanistan as to how its resources could be deployed to address these needs. It also sets out the many opportunities that exist for development partners, including UN and bilateral donor agencies and NGOs to contribute to addressing disaster management needs.

This report was prepared after extensive consultations with government departments at the national, provincial and district levels, the UN agencies, IFRC/ARCS, international NGOs, bilateral agencies and other interested stakeholders. Given the large number of agencies involved in disaster management and prevention, however, these consultations can not be considered exhaustive. Other agencies that are similarly involved in disaster needs assessments at this time are InWent, with the support of the German Government, and the Asian Development Bank, through its consultancy group the Institute of Disaster Risk Management. InWent has undertaken a comprehensive needs assessment in Human Resource Development and will present these findings and their project proposal in February 2003. UNDP, UNICEF, WHO, FAO/WFP and IFRC/ARCS are already implementing disaster management related activities with their national counterparts, and these objectives and activities are outlined below. Given the high level of interest in improving disaster management by the large number of organizations providing humanitarian and other development assistance in Afghanistan, program formulation and implementation in this field is likely to considerably increase during 2003.

This complex situation increases the need to identify a long-term national strategy to implement, in a coordinated way, programs that will reduce peoples' vulnerability and improve the sustainability of development activities in Afghanistan. This will necessarily be a long-term process. It is envisaged that it will take at least a decade to effectively achieve basic national capacity in disaster management, provided that the necessary resources are made available by the government and its development partners. It will also be necessary for activities to be prioritized and undertaken in a sequence that is logical and practical.

2. National disaster context

2.1 The hazards

Afghanistan is categorized as one of the least developed countries (LDCs) in the world. This country of 652,000 sq. km is landlocked and borders five countries, namely China, Tajikistan, Uzbekistan, Iran and Pakistan. The climate is mostly dry

with extremes of cold winters and hot summers. The terrain consists mostly of rugged mountains in the central and east, and plains in the north and southwest. Desert covers the south and west of the country. The national economy, which has been badly damaged by decades of conflict, is based mainly on agriculture. Over 80 per cent of the national population of 23.5 million people lives in rural areas (Central Statistics Office, 2001). Its rich natural resource base, which includes natural gas, petroleum, minerals and precious or semi-precious stones, has not been fully explored or developed.

The main hazards that have for centuries adversely affected the lives, property and livelihoods of Afghan people are earthquakes, droughts, floods, landslides, extreme winter conditions and avalanches, and sand or dust-storms.

- Afghanistan is now experiencing a prolonged drought. The process of desertification is underway in some of the worst drought affected areas, mainly the southern provinces, and there is already a large number of displaced people who are trying to move to less affected areas.
- Earthquakes are relatively frequent, being more frequent in the north and northeast, and often trigger landslides..
- Floods are common in the spring when snow begins to melt and rainfall is heavy.
- Other common hazards are agricultural pests (eg. locusts and caterpillars) and dust or sand storms, which are exacerbated by the removal of vegetation cover and cause considerable damage to farmland and villages.
- Degradation of the fragile physical environment is continuing. For example, only 3 per cent of the land area is now under forest or woodland and soil erosion is rampant.

Table 1 summarizes the susceptibility of the country, by province, to the main natural hazards. This information needs to be expanded and refined through the incorporation of scientific assessment and local knowledge. In addition to these hazards, there are health and livelihood risks that are not included here. Afghanistan is a medically high-risk country with chronic poor health care, obsolete medical facilities, and poor sanitation conditions. There have been recent outbreaks of infectious diseases, such as tuberculosis, measles and whooping cough.

Table 1: Natural Hazards Occurrences by Provinces (estimated)

No	Province	Population	Earthquake	Drought	Flood	Landslide	Avalanche
1	Kabul	2,974,808	M	L	L	L	M
2	Kapisa	360,292	M	M	L	L	H
3	Parwan	762,839	M	M	L	L	H
4	Logar	291,880	M	M	L	M	M
5	Wardak	413,596	L	M	M	L	H
6	Bamian	340,005	M	H	M	L	H
7	Ghazni	1,865,762	L	M	H	L	H
8	Ghor	486,108	L	H	H	L	L
9	Paktika	352,629	L	M	M	L	L
10	Khost	70,246	L	H	M	L	L
11	Nuristan	111,898	L	L	L	L	M
12	Laghman	308,260	M	M	M	L	M
13	Ningarhar	1,086,593	M	M	M	L	L
14	Kunar	321,662	M	M	M	L	M
15	Badakhshan	593,148	H	M	H	H	H
16	Baghlan	758,242	H	M	M	H	H
17	Kunduz	815,107	M	M	H	M	M
18	Takhar	697,601	H	M	M	H	M
19	Balkh	935,742	M	H	H	M	M
20	Faryab	699,897	M	H	H	L	M
21	Jawzjan	508,660	M	H	H	L	M
22	Samangan	304,073	H	M	H	H	M
23	Sar-I-Pul	467,763	M	H	M	L	L
24	Helmand	745,616	M	H	M	L	M
25	Kandahar	826,870	L	H	M	L	L
26	Nimroz	149,339	L	H	M	L	L
27	Uruzgan	639,115	L	H	H	L	H
28	Zabul	282,170	L	H	M	L	H
29	Badghis	758,242	L	H	M	L	M
30	Farah	338,276	M	H	M	L	M

H: High M: Medium L: Low

War and civil conflict during the past two decades, as well as environmental degradation, have increased the vulnerability of the Afghan people to natural disasters. Between 1991 and 2002, in addition to the severe disruptions caused by political conflict, Afghanistan experienced nine significantly large natural disasters. Since the early 1980s, natural disasters in Afghanistan have killed an estimated 19,000 people and displaced 7.5 million people (IFRC/RC, 2002). The high level and extent of poverty, lack of livelihood and income generating opportunities, chronic health problems, poor state of the infrastructure (especially roads and irrigation systems), and poor water and sanitation systems, add to the burden of natural disasters on the people of Afghanistan. The very process of development itself, with no long-term preparedness and mitigation measures in place to reduce people's

vulnerability and ensure sustainable development, often exacerbates the impact of disasters.

2.2 Vulnerability issues

Vulnerability is a broad term that is used variously to apply to people, communities, livelihoods, food supplies, community assets, or property. The term is also used to describe factors that affect the ability of the community or individuals to respond to natural hazards or extreme events. Vulnerability contributes to the severity of hazard impacts and inhibits or slows down effective response. A ‘vulnerability reduction’ program therefore requires some capacity to assess ‘who’ and ‘what’ are vulnerable and, especially, to know ‘why’ this is so.

Considerable attention is being given to vulnerability and livelihood problems in Afghanistan. To answer the questions posed above, the Ministry of Rural Rehabilitation and Development (MRRD), with UN assistance, established the Livelihood and Vulnerability Analysis Unit (LVAU), which is charged with promoting systematic and comprehensive vulnerability analysis across sectors and between agencies. LVAU works closely with UN agencies (UNICEF, UNHCR, FAO/WFP, WHO). MRRD also coordinates an Inter-Ministerial Commission consisting of four ministries, namely MOPH, Agriculture, Urban Planning and MRRD. The National Surveillance System (within MRRD) conducts assessments and should contribute to more tightly targeted humanitarian assistance. This type of information also provides a basis to better design and implement long-term vulnerability and disaster reduction projects in areas of highest risk. The establishment of a surveillance facility will allow for continual updates of vulnerability and livelihood situations, and so improve disaster preparedness and response.

The results of the Vulnerability Analysis Review were published in September 2002. The Review aimed to:

1. Provide an accessible overview of key issues for decision makers, on the basis of available information; and
2. Promote the national and local coordination of multiple stakeholders as part of the process of jointly identifying information, initiatives, and emerging issues, and their strategic implications.

The Review identified eight vulnerable groups in Afghanistan, which are briefly described below. Its findings add weight to the proposal here to strengthen the government disaster preparedness and response system, with standard operating procedures, trained personnel, and active national and international partners. An equally important need is for long-term strategic planning that can support livelihood development and minimize or eliminate the vulnerability of communities.

The vulnerable groups identified by the LVAU Review are:

1. Critically poor and livelihood insecure households: Of the estimated national population of 23.5 million, of which 20.8 million live outside major cities, an estimated 6 million people (25% of the national population) are critically poor. The measurement criteria used for insecurity was food (cereal) and to a

less extent livestock. More data on household poverty is needed for a more relevant measurement of critically poor and livelihood situation. Cash for work reduces the risk if food relief is inadequate and does not reach the poor.

2. Critically poor urban households: An estimated 3.35 million people live in the major cities. The percentage of critically poor and insecure urban households is not known, but three categories of urban poor families were defined:

- (i) Those living in open spaces;
- (ii) Those living in abandoned or derelict houses; and
- (iii) Vulnerable families living in houses but in need of heating assistance.

There is a dearth of national information about the livelihood strategies and nutritional status of vulnerable urban households. Income and employment generation activities can help support livelihoods for both urban and rural areas. If the focus is on the urban areas only, then the cities can become magnets for vulnerable groups in surrounding regions.

3. Cold Season (Winter) vulnerable households: The implementation of this “winterization” programme has started for an estimated 2.0 million or more people who are considered as especially vulnerable during the winter due to isolation (accessibility problems for rural areas), as IDPs and returnees, and vulnerable urban population. The Government has recognized that the winter season creates a potential disaster situation for vulnerable groups. There will be important lessons to be learnt from this exercise for future preparedness activities.

4. Returnees: It is estimated that 1.7 million Afghan refugees returned to their homes during 2002. At least 3 million people remain uprooted and over 1 million are expected to return during 2003. The priority now is to manage the movement and initial installation phase. The economic re-absorption of returnees and their socio-political reintegration is a formidable challenge. Livelihood opportunities for rural returnees may be limited, yet failure to create the conditions for the sustainable reintegration of the returnees into rural areas could accelerate urbanisation. Information about the relative vulnerability of different groups of returnees is not readily available.

5. Internally displaced people: There are 1.3 million IDPs, and an estimated 400,000 internally displaced people were expected to return to their homes by the end of 2002. Many IDPs require ongoing humanitarian support, and with few income earning opportunities available, the number of highly vulnerable people is very high and will continue to grow in 2003. Many of these people are familiar with urban and camp life and would prefer urban settlement.

Rural livelihoods are widely viewed as insecure, a situation exacerbated by the drought.

6. The Kuchis: The Kuchi (Nomad) population, which is estimated to number 1.3million, is very vulnerable because their assets have been depleted by the drought. Their vulnerability is highest in the South and Southwest, where 75% and 100% of households respectively are affected, and somewhat lower in the East and Central districts, where 50 % of households are affected. Within the Kuchi population, there are 4 particularly insecure groups:
- i) Households without livestock living in IDP camps;
 - ii) Households without livestock, living outside of Kuchi society, around villages and towns searching for income opportunities;
 - iii) Households without livestock who continue to live within Kuchi society and move according to traditional migratory patterns;
 - iv) Households with severely depleted livestock assets who are struggling to meet their basic needs and to retain their existing assets

Extensive consultation will be needed in order to address the Kuchi problems. Assisting them to return them to their nomadic lifestyle will be difficult, requiring costly restocking programme.

7. Disabled People: There are an estimated 0.8m-1.0m disabled people in Afghanistan. The high number is due to malnutrition, poor maternal health, inadequate access to health care, and mine accidents (150-300 victims per month). Reducing their vulnerability and providing them livelihoods will be a difficult task, particularly given the many layers of other vulnerable groups.
8. Poppy Growing Households: In 2002, around 65,000 ha of opium poppies were grown, providing many households with their main source of livelihood, credit and source of security. Eliminating poppy growing and replacing it with and more acceptable income sources competes against the needs of the other vulnerable groups listed above and considerably adds to the costs of the Government's development programme.

Humanitarian assistance to these vulnerable groups provides a strong base from which to proceed towards recovery and development. Although relief delivery has the potential to be counterproductive, in Afghanistan at this time it is essential for stability and recovery. But while relief should flow seamlessly into disaster recovery, and preparedness and recovery efforts are most effective when they are integrated into overall development programs, this has so far been difficult to do in Afghanistan. The scale of the current relief task is huge. Numerous humanitarian and development projects are in the very early stages of implementation. A large number of organizations are involved in addressing these issues, and effective coordination is needed.

3. Institutional Framework

Several government departments have specific units that deal with disaster-related issues, but the Office of Disaster Preparedness (ODP) has the mandate to coordinate disaster management on behalf of the Government. A recent study of ODP indicated that it does not have capability to effectively carry out its mandate (UNDP, 2002). Not only does ODP lack appropriately trained staff and resources but it is also too centrally focused and has no capability at the provincial and district levels where disasters mostly occur. ODP is undergoing organizational restructuring, with assistance to be provided by the ADB-funded risk reduction project mentioned above. There is an evident need for ODP's organization to have strong links with other ministries, as dealing with disasters is a multi-disciplinary endeavor that requires inputs from most sections of government. The types of difficulties now faced by ODP are widespread within the government. A first priority therefore needs to be to strengthen the government system at all levels and across sectors, to enable it to better cope with disasters. A proposed organizational structure for disaster response is provided in Annex 1.

Equally important is for vulnerable communities to be more alert and aware and to organise themselves in order to reduce their vulnerability and better cope with extreme events. The affected communities are the first to respond when disasters strike but, almost always, they are the last to receive government assistance to strengthen their ability to cope, either through existing traditional mechanisms or new systems. It is therefore important that programs to increase capacity and reduce vulnerability should target the most disaster prone areas and communities. UN agencies, bilateral donors, private organizations, NGOs and other stakeholders who have programs and activities in this area should involve all levels of government and the vulnerable communities for widespread and meaningful impact, local ownership and sustainability.

4. Disaster Management Partners

As mentioned earlier, a number of organizations are independently assessing disaster management needs for Afghanistan and developing project proposals. Government needs to develop some capacity to coordinate these activities within a comprehensive disaster management system. These projects are described below in Box 1, with the exception of some that are yet to be finalized.

4.1 National Government Partners

The key government ministries with disaster management functions will be identified as part of a review of the government structure and the establishment of a disaster preparedness and response system. To date, the ministries that have specific disaster management roles are:

1. The Office for Disaster Preparedness (ODP): which is the main department for the coordination and management of disasters. Its responsibilities include the

- coordination and delivery of emergency relief, and provision of support to the provincial offices. It is part of the Office of Administrative Affairs that comes directly under the Office of the President (see organigram). An important element in the current structure is the direct link and presence in the six regions. Although this is indicated in the structure in reality this has to be implemented with office, resources and trained or skilled personnel.
2. The Ministry of Planning: which is a member of the Inter-Ministerial Commission for the ODP. Its coordination and planning role at the provincial level is an important element in support to emergency response and long-term disaster reduction projects and activities. It has a direct link to the vulnerable groups listed above through its Department of Social Affairs, UN agencies, and NGOs through its role in the Emergency Task Force (ETF) and the Provincial Coordinating Body (PCB). It can provide planning and management training and direct support to ODP when needed.
 3. Ministry of Rural Rehabilitation and Development: is actively involved in vulnerability and livelihood surveillance activities as discussed in section 2.2. MRRD is one of the key ministries that has the mandate to implement vulnerability reduction projects to alleviate poverty and improve peoples' livelihoods. Identification and implementation of socio-economic projects for urban and rural people should be done in close collaboration with and close involvement of MRRD and its Inter-Ministerial Commission comprising Health, Urban Planning, and Agriculture.
 4. Ministry of Irrigation and Environment: is involved in disaster mitigation in relation to drought and floods as they affect agricultural production, irrigation systems and water supply and management. Some of these mitigation activities include rehabilitation and management of watershed and water-catchment areas and enforcement of land use planning. Irrigation to reduce dependence on rain-fed agriculture is important for the drought prone regions. Given the current devastating drought and history of past occurrences, the role of the ministry in improving and expanding irrigation systems to cope with drought situation should help towards a reduction in vulnerable and displaced people and in destruction of crops, livestock, property and other livelihoods.
 5. Ministry of Telecommunications: is represented in all provinces, but does not have the capability or the resources to provide emergency communications systems support during disaster operations. Establishing critical communications links to the disaster sites for the country as part of Telecom's preparedness measure is essential for effective response. Having reliable communications countrywide assists in rapid and effective response.
 6. Ministry of the Interior: has the important role of law and order enforcement if required during an emergency through the Police Force. It has the responsibility for the Fire and Emergency Services in the urban areas. Training in urban search

and rescue in preparation for a devastating earthquake should be done for selected capable officers. Also training materials should be produced and trainers and trained. The ministry is also important in that it houses the Central Statistic Office and the Geodesy and Cartography Section that are useful information sources for preparedness and response.

7. Ministry of Public Health: is a key lifeline ministry that has important role in emergency health and medical services to the country. It has direct involvement in disasters through the mobilization of its “Emergency Health Task Force” (EHTF). The latter is present in all the regions. MoPH (and MRRD) works closely with UNICEF and WHO in disaster management related field. More specifically WHO has conducted training with MoPH in emergency health and continues to build its medical requirements as well as its human and physical resources. As one of the main partners in the Regional EHTF, it is actively working towards achieving the objectives of its action plan, “*to prevent as far as possible the outbreak of feared diseases, and secondly to reduce morbidity, mortality and negative social effects related to them*”. The present EHTF membership consists of the following with an open invitation for others to join: MoPH, WHO, UNICEF, MSF, DAC, MDM, ICM, CHA, Ibni-Sina, and WVA. The EHTF has a Chairperson and Deputy Chairperson. It has an emergency response team in MoPH that can be deployed at short notice. The members meet bimonthly and weekly or as frequently as needed during emergencies. The work of the EHTF are:
 - To coordinate the emergency health activity in case of outbreak of epidemic diseases or disasters with health implications
 - To prepare the emergency plan of action
 - To help pre-position the emergency intervention requirements
 - To prepare the necessary guidelines for the EHTF activities
 - To organize emergency health fact finding teams whenever needed
 - To monitor emergency health activities
 - To submit emergency health reports to concerned parties on quarterly basis and whenever health is required.
8. Ministry of Information: have important roles in disaster response and preparedness and during emergencies. This includes broadcasting/disseminating warnings to communities before a disaster occurs and education and awareness messages for preparedness and response actions to follow and promoting government disaster-related policies and programmes among others.
9. Ministry of Agriculture: have roles in assessment of agricultural crops and livestock damage and food needs for the affected population. Also in acquiring, distributing, managing and being accountable for food relief to victims. A main role is to provide seeds and necessary planting materials and other inputs to assist in early recovery. Because agricultural sector provides the main livelihood and employment for most of the population, it has a critical role in reducing

agricultural vulnerability through effective disaster mitigation, preparedness and response programmes.

10. Ministry of Defense: has the important role of providing security, logistics and if necessary distribution of relief items and equipment for emergency response. Also it can provide trained personnel with specialist skills, such as communications in isolated areas and specialized transportations systems.
11. Ministry of Refugees and Repatriation: has a critical role in the welfare and provision of humanitarian assistance to refugees, returnees and IDPs. It is also responsible for their repatriation and livelihoods development in collaboration with other government agencies, NGOs and UN agencies. It work closely with UNHCR, UNICEF, IOM and NGOs in the re-integration process of displaced people.

4.2 National NGOs

Local NGOs play an important role in emergencies and disaster management because of their understanding of local culture and systems and their close connections to local communities. Local NGOs are essential partners with international NGOs and development agencies, particularly in humanitarian assistance. The Agency Coordinating Body for Afghan Relief (ACBAR) counts 189 national NGOs working in the country. Of this large number of organizations, it is not clear how many are engaged in humanitarian work, and with whom, as no such survey has been undertaken. Their roles and potential to contribute in the event of a major disaster need to be further assessed. NGOs provide a critical link between the communities and the government.

4.3 International NGOs

ACBAR has identified 109 international NGOs working in Afghanistan, of whom most are involved in some aspect of humanitarian relief work. Several are implementing partners for UN agencies or bilateral donors in humanitarian relief and rehabilitation programmes. These organizations also play a very important role in assessing and delivering humanitarian assistance and in rehabilitation activities.

4.4 UN Agencies

There are 22 UN agencies now working in Afghanistan. Other than those listed in Box 1, other agencies involved in humanitarian relief and rehabilitation activities are:

- i. United Nations High Commission for Refugees (UNHCR)
UNHCR deals with refugees and IDPs in the event of natural disasters, complex emergencies or other such events. They provide technical assistance to government when requested after a major disaster, for example by assisting in the setting up and management of camps. For humanitarian relief, UNHCR provides

- non-food emergency items such as tents, blankets, cooking utensils and shelter materials. UNHCR is now designing a 3-4 year capacity building training programme for the Ministry of Refugees and Repatriation, and other government departments that are involved in disaster-related activities. Current activities focus on stabilizing the situation, providing relevant winter items, repatriation, and provision of shelters and water wells. UNHCR has 30 offices throughout the country and good international and internal communication systems.
- ii. Food and Agriculture Organisation (FAO)

FAO currently focuses on addressing agricultural emergency and rehabilitation, including the distribution of improved wheat seeds and fertilizers to farmers, and the distribution of ‘family packs’ consisting of eleven varieties of vegetable seeds, and one spade, shovel and watering can as part of their humanitarian assistance to returnees and IDPs, and to poppy-growers to assist the change in their enterprise. Other FAO emergency related initiatives are locust infestation control programme and animal feed distribution in the Northern Region, rehabilitation of national seed production project, rehabilitation of irrigation canals and an assessment study of the irrigation needs in the Southern, Eastern, Northern and Central Regions. A livestock census project will be completed by March 2003. FAO also has the capacity to set up early warning systems to reduce the impact of drought on agriculture.
 - iii. World Food Programme (WFP)

WFP provides food relief to IDP, returnees and refugees and also during natural disaster events. It is the single largest provider of food in Afghanistan. WFP has the expertise to conduct field assessments of food needs, coordinate the distribution of food, manage warehousing and stockpiling of supplies, organize logistics, and conduct vulnerability analysis and mapping (VAM), as well as provide training and capacity building assistance in these areas to the Government. Information available in VAM can help improve disaster preparedness and response planning and operation.
 - iv. United Nations Human Settlement Programme (UN Habitat)

UN-Habitat focuses its work in Afghanistan on urban development, particularly because of the high vulnerability of urban areas to natural disasters such as floods and earthquakes. The strengthening of urban preparedness and response capacity will help reduce potential disasters. UN-Habitat may also assist in the production and implementation of urban disaster preparedness and response plans and training in urban search and rescue.

Box 1: Disaster Preparedness and Response Projects

The following are specific projects that either have committed funds and ongoing or proposed to be implemented in the near future.

UNDP Project: “Capacity Building of the Government for Disaster Preparedness”

Phase I (May – Nov 2002) consisted of provision of computers hardware and software and related training, office equipment, HF and VHF radios for emergency communications, conducted a needs assessment of ODP personnel and management structure, and what is needed to fulfill its overall tasks.

Phase II of the project focuses on continuing assistance to government, through ODP, to be better prepared for response to natural disasters. Phase two has not started yet.

Project objectives: An active and functioning National Disaster Preparedness institution to fulfill the government mandate as the national coordination body for disaster response.

Outputs:

- Provide adequate DM training
- Re-launch ODP as the communications hub for disaster response
- Build a human and electronic knowledge base at ODP on disaster response and planning-related subjects
- Carry out disaster awareness and preparedness projects for high-risk regions for local governments, schools and families

Duration: 12 months; Budget: \$1.0m

UNICEF Project: “Humanitarian Relief Project”

UNICEF’s project is focused on preparedness for relief through stockpiling of relief items for vulnerable and critically poor families. Capacity building aspect of the programme is small percentage of the overall budget and focuses on its counterpart government ministries, MRRD, MoE, & MoPH.

Project objective: Government and targeted beneficiaries will have the capacity to cope with natural disasters.

Outputs:

- Distribution of emergency relief non-food items to vulnerable groups
- Capacity building of counterpart government ministries in disaster assessment, beneficiary identification and relief coordination
- Provision of equipment

Duration: 3years; Budget: \$4.0m

WHO Project: “Emergency preparedness and response within the health sector”

WHO focuses on capacity building of MoPH in emergency preparedness and response. MoPH is the coordinator and implementer of the project at national and provincial level with technical support from WHO. Other partners include ODP, Fire Department and ARCS. Already established are the Emergency Management Dept, Emergency Task Force at area level, development of national plan and pre-positioning of emergency drug stocks.

Project objective: To minimise the mortality, morbidity and disability of the Afghanistan population due to the natural and other emergencies.

Outputs:

- Enhanced quality of the response to emergencies at the national and provincial level.
- Permanent availability of emergency n\medical supplies at national & provincial level
- Increased community awareness in emergencies
- Developed skills and knowledge of the MoPH “national emergency department”
- Regularly reviewed national plan of the health sector on emergency preparedness and response
- Availability of national guidelines, protocols and training curriculums

Duration: 15 months; Budget: \$1.7m

Box 1 (cont)

ADB Project: “Disaster Preparedness and Management Capacity Building”

The Asian Development Bank has allocated a sum of \$550,000 for disaster management activities. ADB’s implementing partner: Institute for Disaster Risk Management, Philippines, will produce a project that focuses on capacity building ODP. Although the project activities began in December 2002 with three activities listed below, it is unclear at this stage what are the objectives, outputs and duration of the project. Known activities:

1. the provision of computer hardware and software with relevant training;
2. study tour of 3 countries of 5 government officials;
3. a disaster management training course on risk reduction in earthquake was conducted in early Dec 2002 for ODP.

Duration: 1 year; Budget: \$550,000

InWent Project: “Support for Human Resource Capacity Building for Disaster Management in Afghanistan”

InWent (Capacity Building International) was commissioned by the German Ministry of Foreign Affairs to conduct a DM needs assessment in Afghanistan. This has been completed and a 2-3 years project proposal on Human Resources Development (HRD) will be presented in a conference in mid-February 2003.

InWent’s assessment has been comprehensive (including technical and general aspects) and should provide a credible and effective HRD program for the country. It will focus on national and sub-national level and be multi-sectoral. Activities already carried out:

1. Needs assessment in HRD involving ODP and relevant line agencies
2. Conducted a “round-table meeting” of key government ministries, UN agencies, NGOs and other stakeholders
3. Linking Kabul University and Polytechnic Institute with Afghan and German Agencies for collaboration work in disaster-related field
4. Installed computers and printers and conducted related training (for example GIS) within ODP, Kabul University, and Polytechnic Institute
5. English Language Training for selected counterpart staff

Project objective: To enhance the personnel capacities of the key national institutions towards a functional disaster management system and organizational structure.

Proposed outputs: (to be endorsed at the mid-Feb 2003 conference)

- A needs oriented human resources development strategy in the field of natural disaster preparedness elaborated
- Trained key institutional staff capable of carrying out disaster preparedness and response roles as outlined the plan
- The managerial capacities and competencies of the key institutions are strengthened to enable effective coordination and assessment, control and promotion.
- The capacities and competencies of collaborating institutions are developed and strengthened to enable efficient and effective cooperation
- Data and information gathering improved and links established with data providers to ensure maintenance and generation of necessary information system
- Universities competent to design, perform and manage public education and awareness that relates to a broad range of disaster management activities

Duration: 2-3 years; Budget (estimate only): \$1.5m

IFRC/ARCS Project: “Disaster Management Programme”

The proposed DM programme focuses on strengthening the Afghan Red Crescent Society (ARCS) disaster management capacity to enable its National Society to better manage disaster preparedness programmes and to effectively respond to disasters. ARCS interest is on disaster preparedness and response with emphasis on community awareness and strengthening community coping mechanism. Training has been ongoing in all of its 31 branches countrywide and it has the capacity to be able to implement community-based DM projects.

Project objective: ARCS’s disaster preparedness and response capability is increased.

Project outputs: The ARCS has at National HQ and branch levels:

- A comprehensive DM structure
- A well defined and effective disaster policy and plan
- A strong Disaster Response Team (branch level) and Unit (HQ)
- Efficient and effective human resources capacity
- Enhanced community awareness of disaster hazards and improved local coping mechanism

5. The problem to be addressed

A key finding is that, at present, the Government at the national, provincial and district levels has insufficient capacity to respond to and prepare for disasters. As a result, there is considerable dependency on the international community to assist in relief and rehabilitation. These interventions are often carried out by a large number of agencies and organizations and are usually difficult to coordinate. The response to any one disaster, furthermore, includes a range of activities, from the initial assessment of damage and needs, to the management and delivery of relief, and later the recovery and rehabilitation phase. Improved national capacity will both reduce dependence on outside help and ensure that the resources that are available are best used to assist in the development of the country.

Although ODP and other government ministries, including MoPH, Interior and Agriculture, have handled numerous emergency situations, Afghanistan does not yet have effective national or sub-national disaster management capacity or functional structure. For example, the earthquake that affected Nahrin in March 2002 showed that although national and provincial governments were involved, their input into the assessment of damage and needs, coordination of response, logistics and delivery of relief was minimal because of their lack of capacity and resources. UN agencies, bilateral donors, IFRC/ARCS, and NGOs directly assisted in the emergency response. There has been no capacity building activity since and Government's capacity to manage disasters remains low.

There are many necessary aspects in developing an effective, functional national disaster management capacity when little exists. The following issues need immediate attention in order to begin developing this capacity:

- A simple and easy to implement Disaster Preparedness and Response Plan needs to be drawn up that establishes a functional structure and operational system at the national and sub-national levels. This needs to clearly describe the disaster threat, relevant government policies, the organizational structure, roles and responsibilities, arrangements for coordination and control, steps to implement the plan, standard emergency operational procedures, and other related response activities.
- The ODP, as the main government agency, as well as other key government departments at the national and sub-national level, need to be strengthened through a comprehensive training and capacity building programme.
- Public education and awareness materials and campaigns need to be developed and mounted in order to help communities to develop their own capacity to reduce their vulnerability.
- A national disaster information management system needs to be established which supports information sharing and collaboration between existing institutions and agencies and has the capacity to conduct specific studies and research activities.
- A functional emergency communications system needs to be established through the Ministry of Telecommunications, with the collaboration of other

key ministries, to link the national emergency operation center with the provinces and districts.

- Afghanistan has many qualified and experienced personnel within various government departments and in NGOs at both the national and sub-national level. In order to build their capacity and develop a more coordinated national system, training programs and practical hands-on activities need to be conducted in a wide range of disaster management subjects. As well, community-based and national and sub-national disaster reduction projects need to be implemented.

6. Disaster Management Framework Overall Objective

The overall objective is **to strengthen the capacity of government and civil society in Afghanistan to manage disasters at both the national and sub-national levels, with immediate attention being given to the highest priority needs of:**

- (a) **Effective disaster preparedness and response; and**
- (b) **The implementation of community-based disaster reduction projects for the most vulnerable communities.**

7. Projects and activities to achieve this objective

Immediate Objective 1: To develop a National Disaster Preparedness and Response Plan.

Good disaster preparedness should result in an effective and efficient response when disasters occur. A Disaster Preparedness and Response Plan is essential in order to anticipate the impact of disasters, identify what will need to be done when disasters strike, and organize people and resources to meet the needs of the affected.

Afghanistan does not yet have such a plan. Plans should be prepared to cover both national and provincial level activities, with priority being given to developing this capacity in the most vulnerable provinces.

This activity includes analysis of the existing government structure and the establishment of an agreed disaster management system that links the operation of key government ministries at national and sub-national levels when disasters occur. Institutional strengthening and establishing linkages within government is an important pre-requisite before disaster-related programmes and activities can be meaningfully implemented. The plan also needs to include links with other stakeholders such as IFRC/ARCS, NGOs, private sector and the donor community.

Necessary elements of a Disaster Preparedness and Response Plan are:

- Description of the disaster threat and analysis of vulnerability;

- Policy statement on disaster preparedness and response;
- Description and assignment of roles and responsibilities of Cabinet, Ministries, NGOs, IFRC/ARCS, Provincial Governments, and the affected community at the national and sub-national level;
- Definition of the responsibilities of the Provincial Governments and other levels of administration (eg. district or village);
- An organizational structure that sets out the linkages between ODP, the National Commission and other government ministries;
- Evaluation of government and non-government resources to be mobilized during disasters;
- Arrangements for coordination and control during and emergency (ie a functional organizational structure); and
- Operational arrangements such as SOPs, EOC management, warning systems, evacuation procedures, survey/assessment/reporting procedures, and alert phases.

The Plan needs to be approved and endorsed by the Government in order for it to have authority and be credible to all stakeholders. In order for it to be operational, the people responsible need to have the knowledge and skills to carry out the necessary tasks. The Plan also needs to be promoted through public education and awareness campaigns, so that people know what to expect and understand their own roles in it.

Output 1: National and sub-national Disaster Preparedness and Response Plans developed and approved by Government.

Indicator: National and sub-national Disaster Preparedness and Response Plans approved, printed and distributed.

Activities:

- Develop Terms of Reference for consultant(s) to produce DPRP for national and sub-national levels and complete selection process for the consultant(s), with close government participation;
- Inform relevant government ministries and other stakeholders about the objectives and confirm a schedule of meetings and workshops to develop the plan;
- Organize meetings and consultations;
- Form and task a Working Group to assist in the development of the plan and guide the activities of the consultant(s);
- Conduct workshops and seminars with the Working Group on the planning process;
- Finalise the DPRP in English and Dari; and
- Prepare Cabinet Paper and present the DPRP to Cabinet for approval.

Output 2: DPRP promoted and operational.

Indicators:

- a) Promotional materials developed and circulated;
- b) Public awareness campaign implemented and feedback reported;
- c) Plan work-shopped at national and sub-national levels and EOCs operational.

Activities

- i. Develop promotional materials (brochures, radio programmes, posters) to explain and promote the PPRP;
- ii. Conduct public education and awareness campaigns;
- iii. Hold seminars and workshops for government departments about the implementation of the Plan;
- iv. ODP and key ministries evaluate and record resources available for emergency response, such as transport, communications, personnel, warehouses, evacuation centers, etc.,
- v. Establish and equip the Emergency Operations Centre.

Output 3: Disaster Response Team trained and operational

Indicators:

1. Government personnel at national and sub-national levels trained in emergency operations and disaster management;
2. Trained personnel are officially recognized with certificates of performance and success.

Activities:

- i. Develop job descriptions for team members;
- ii. Select multi-sector and multi-disciplinary teams at both national and sub-national levels;
- iii. Conduct training in disaster assessment and coordination, report writing, emergency operation center management, relief tracking, and other necessary skills;
- iv. Nominate government officials and send them on study tours of selected countries with similar levels of development and common disaster management concerns.

Immediate Objective 2: To establish and strengthen national disaster preparedness and response capacity at national and sub-national levels.

Any disaster management training programme must be adapted to suit Afghanistan. A training needs assessment must be carried out for the country. There is, however, a lot of experience within the Asia-Pacific region (including in Vietnam, Sri Lanka,

India, Iran and Bangladesh) that can be adapted to local conditions. The training programs described in Box 2 are standard courses that can be adapted and translated to suit Afghanistan conditions. InWent has completed an assessment of needs in human resources development and will be presenting its findings and project proposal to government in February 2003 for endorsement for its implementation. It is therefore likely that activities to achieve this immediate objective will be undertaken by InWent.

Output 1: A cadre of trained people at national and sub-national levels has functional disaster management capacity.

Indicator:

Government officials from selected ministries trained and working in disaster management, with capacity to perform the prescribed tasks.

Activities:

- i. Develop a TOR for disaster management training needs assessment and training programme and budget in consultation with government, NGOs and other stakeholders;
- ii. Select the consultants or institution to carry out the training needs assessment and implement the national training programme;
- iii. Develop the training program (including training of trainers) through consultation with government, UN, NGOs and donor agencies, including selection criteria for training;
- iv. Develop and adapt training course materials for approved courses;
- v. Implement the training program at national and sub-national levels, including government, NGOs and community groups, training institutions such as the police and military academies and government training centers;
- vi. Translate all training materials into Dari and Pashtun.

Output 2: A functional Disaster Management training Unit formed with ODP, equipped with trained personnel, training materials, equipment and an established programme.

Indicators:

1. DMTU operational with training materials and equipment installed;
2. Personnel have delivered training courses and workshops successfully.

Activities:

- i. Develop job descriptions for the various posts, advertise positions and select personnel for the DMTU;
- ii. Train DMTU personnel locally and internationally;

- iii. DMTU works with the DMT provider in organizing and conducting training;
- iv. DMTU organizes and conducts training activities.

Output 3: Full-time disaster management adviser working with ODP

Indicator: Adviser employed and in place.

Activities:

- i. Draw up TOR and job description and select adviser;
- ii. Provide work plan and task the adviser;
- iii. Adviser to conduct training and capacity building activities in disaster management subjects;
- iv. Adviser to produce monthly reports on ODP activities.

Box 2: Proposed Disaster Management Training Courses

A number of core disaster management training courses has been developed, delivered and modified/updated constantly throughout most disaster-prone regions of the world. This includes the Asia-Pacific region where a number of highly relevant courses are available for adaptation to suit Afghanistan. These courses are for the region only requiring adaptation for individual countries. The following are some of these courses that are strongly recommended for Afghanistan:

1. Introduction to Disaster Management (IDM) also known as Disaster Management Orientation (DMO)

This course provides a basic understanding of what is meant by disasters, hazards, disaster management, among others. It covers all the elements of disaster management: prevention, mitigation, preparedness and response, and rehabilitation, recovery and reconstruction phases. The subject of coordination, disaster assessment and roles and responsibilities of various organisations, government and non-government are also covered. This course is usually the first for those who are involved in disaster management activities and a prerequisite for other courses. It provides a common understanding and common language to be used by all.

2. Training of trainers (ToT) or Training for instructors (TFI)

Participants in this are disaster managers at the national and sub-national level, trainers in training institutions, government sectors, and NGOs are trained in disaster management principles as well as how to train/instruct.

3. Damage and Needs Assessment Training

Following any disasters, initial rapid field surveys for immediate relief and assessment of damage and needs for ongoing relief and recovery are essential activities. The effectiveness of these activities should result in rapid and appropriate response, and early, relevant recovery.

4. Emergency Operations Centre (EOC) Management Training

Properly and efficiently managed EOC means timely processing of disaster information from survey teams in the field and elsewhere and should enable quick decisions to be made for appropriate relief items to be distributed. It should also result in effective performance of other functions such as proper analysis and collating of incoming information, producing accurate daily situation reports, accounting and tracking of relief items received and despatched, informing decision maker, the public and the media.

5. Community-Based Disaster Management Course (CBDM)

The Asian Disaster Preparedness Centre in Bangkok Thailand conducts this course annually in Bangkok and they also take it to other countries in the Asian Region. They can adapt this to suit Afghanistan situation and to conduct it in Afghanistan. It is excellent course for government officials and local NGOs.

Immediate Objective 3: To reduce community vulnerability to natural disasters and improve their coping capacity by implementing projects that encourage disaster preparedness and promote safe and sustainable livelihoods, through self-help, cooperation and education.

The widespread disruption caused by war, the displacement of people, poverty and chronic emergencies have weakened the capacity of communities to cope with natural disasters. This situation requires more resources to be mobilized to assist the most vulnerable communities in Afghanistan. The present focus of much development assistance is on humanitarian relief, which is essential. The key to sustained rehabilitation and development is community participation in these activities, but in the present emergency relief mindset this is often difficult to do. It is important that the appropriate time to prepare and implement rehabilitation and recovery projects is recognized, in order to ensure real commitment by the participating communities.

The present political and development situation is not unique to Afghanistan. Many countries have experienced a similar post-war situation, and their experience in implementing community-based development programmes can be beneficial to Afghanistan. The proposal here is that methods and approaches that have proven successful in these situations are adapted to Afghanistan situations. The priority areas for these programmes should be the districts that are most prone to recurrent disasters, especially the Northeast, with its history of earthquakes, the Southeast, which is prone to floods, and Southern regions that are now experienced prolonged drought.

The ideal development process is to have a seamless link from relief and recovery to sustained development, a process that follows three stages;

- Stage 1: The production of an overall plan that defines the principles and aim of the rehabilitation exercise;
- Stage 2: Implementation of rehabilitation activities with the community and the project team;
- Stage 3: The exit stage for the project team after it ensures the sustainability of its intervention, while the community prepares to integrate itself into mainstream development programmes.

Output 1: Production of an overall plan that defines the principles and aims of the rehabilitation project.

Indicators:

1. A number of community meetings successfully completed;
2. Action Plans for activities approved and ready for implementation.

Activities:

- i. Develop the TOR and select the project team;
- ii. Based on past experience and research, the project teams draws up a general plan for rehabilitation, including a mission statement, list of goals and objectives;

- iii. The project team consults with the community and local or provincial government to ensure that the project strategies are culturally and environmentally appropriate; are acceptable to the intended beneficiaries; and fit within the guidelines and regulations laid down by the provincial government or local authority;
- iv. The project team designs specific Action Plans to implement various components of the project, in line with local needs and existing capacities.

Output 2: A Needs Assessment is conducted; intending participants in the project have the capability, knowledge and confidence to implement activities, and the projects are implemented.

Indicators:

1. Needs assessment report is available;
2. There is visible evidence of projects implemented by participating communities.

Activities:

- i. Conduct a Needs Assessment through the following activities:
 - Through a process of dialogue, demonstration and training, recognize and prioritize local needs and culturally acceptable ways of addressing them;
 - Prepare community action plans that identify actions that will address these needs;
 - Involve the provincial government and district leaders in the plans in ways that strengthen the link between government and communities, and provide a legal basis for the project;
 - Work to get the full support and trust of the community in order to ensure joint ownership of the process and build the confidence of the community.
- ii. Develop the capacity of the community, by consulting them on the types of training they require, providing this training in disaster response and preparedness, and conducting other demonstration exercises.
- iii. Implement the project plan in a collaborative way between the community and the project team, including jointly drawing up action plans, allocating roles and responsibilities; and ensuring that project activities are clearly recorded and these records are made available to the community.

Output 3: The project activities are sustainable and integrated with overall development programmes.

Indicators: Relevant ministries and communities have adopted the process and replicated it wherever needed.

Activities:

- i. Build the capacity of local institutional mechanisms

- ii. Create or strengthen community assets and livelihoods to increase community security;
- iii. Establish ways to continually build community capacity and development opportunities.

Immediate Objective 4: To have alert, aware and informed communities by implementing public education and awareness campaigns throughout the country.

The types of public education and awareness campaigns to be developed can be quite specific to a region or district, or specific to a particular risk, such as to health, water supply or sanitation, or particular to a natural hazard or event. The aims of the messages and the subjects to be covered must be very clear. These programs try to influence target audiences to understand new issues, accept new ideas and, importantly, to change their behavior and sustain this change. Effective public education and awareness (PEA) programmes aim to:

- Increase public knowledge of and understanding about the hazards and their characteristics;
- Increase their knowledge about disaster response plans, policies and operational procedures;
- Urge the community to strengthen or respond to warning, response and preparedness systems; and
- Motivate the community to act appropriately when the threat is imminent and warnings are issued.

Output 1: Appropriate community disaster preparedness and response information programmes developed, materials produced, campaigns launched, and taskforce trained.

Indicators:

1. Nationally or locally relevant materials produced and public awareness campaigns implemented;
2. Evidence that target audiences participated and that these programs increased community motivation, knowledge and skills.

Activities:

- i. Select appropriately talented personnel from ODP and other government departments to form a PEA Taskforce;
- ii. Conduct workshops and seminars for the Taskforce on developing effective PEA programmes;
- iii. The Taskforce identifies the activities and subject matter on which to base the PEA programme;
- iv. The taskforce develops the PEA programme in collaboration with the Information Ministry, local media, NGOs, private sector bodies, community-based groups, and technical ministries such as Health, Agriculture and Water;

- v. PEA materials are tested for clarity, relevance and cultural sensitivity;
- vi. The material is finalized and produced, using a variety of media (print, radio, TV) as appropriate;
- vii. The PEA campaign is launched with specific focus on vulnerable communities and disaster prone regions;
- viii. The success of the campaign is assessed and the outcomes recorded, to inform the development of future programmes.

Immediate Objective 5: To develop a disaster information management system (DIMS) together with national capacity to maintain it, constantly update and disseminate information, and conduct relevant research activities.

Despite the years of war and conflict, information relevant to disaster management stills exists, in varying degrees, in government departments and other institutions throughout Afghanistan. These information sources need to be identified, accessed and utilized. Other information needs to be collected, particularly baseline data regarding agriculture and food production, population distribution and density, infrastructure, public health facilities, and other information that will improve disaster response and preparedness planning. Computer and satellite technology is now readily available and is being used in Afghanistan by AIMS, UN agencies, the Coalition Forces and some government ministries. This information is particularly relevant to hazards analysis and disaster management. The main need now is to develop a hazards and vulnerability map and database that includes population figures by district and village and information on roads and airstrips, communications facilities, health centers, IDP camps, rainfall, major land use zones, etc. The Central Statistics Office and the Department of Geodesy and Cartography should be tasked with this activity, supported by external technical assistance if necessary.

Output 1: Hazards and vulnerability data and information collated in GIS maps and database.

Indicators:

GIS risk maps printed and available;

Disaster information database established and stored in electronic and print formats.

Activities:

- i. Develop TOR for consultancy work to establish a disaster information management system;
- ii. Consultancy organization to provide project outline including work-plan, methodology and scope of work;
- iii. Form a team trained in survey and enumeration work to gather baseline data and information, in conjunction with relevant government ministries;
- iv. Conduct workshops to assist key government ministries to collect their own data for the DIMS;

- v. Select and train a cadre of staff to be based within ODP to manage and implement the DIMS;
- vi. Provide a medium-term workplan with projects and activities for DIMS;
- vii. Produce GOS hazards and vulnerability maps and related documents;
- viii. Ensure that data is collected and included in DIMS on most vulnerable communities.

Output 2: Disaster information is public knowledge and used for mitigation, preparedness and response planning

Indicators:

Advocacy activities conducted at national and sub-national levels;

Disaster managers and planner utilize information from DIMS for mitigation and response planning.

Activities:

- i. Conduct advocacy activities at all levels of government, the donor community, NGOs and other stakeholders on the use of DIMS;
- ii. Promote the outcomes of hazard and vulnerability assessments through the media and other public information channels, the schools, and other educational institutions.

Output 3: Community-level information gathered, compiled and utilized for community preparedness and mitigation projects

Indicators: Communities have conducted their own assessments and are implementing their own disaster reduction activities.

Activities:

- i. Select appropriate local NGOs and community-based organizations to collect information from the community about hazards, vulnerability, and baseline characteristics;
- ii. Working with the community and local leaders, the assessment team identifies projects that will reduce community vulnerability;
- iii. Communities participate in implementing selected preparedness and mitigation projects.

Output 4: Disseminate information about successful community-based disaster mitigation activities throughout Afghanistan

Indicators: A programme of information dissemination is established and operating.

Activities:

- i. Select a team to conduct case studies of successful community-based disaster mitigation activities;

- ii. Disseminate information about best practices through training programmes, the media and PEA activities to other vulnerable communities in the country;
- iii. Produce operational handbooks on community-based disaster management.

Immediate objective 6: To reduce urban vulnerability to natural disasters through preparedness planning and implementation of disaster mitigation activities.

The urban centers are vulnerable to natural disasters and so far in Afghanistan, there is very little disaster response capability, nor any plan to guide the response. The urban vulnerability can be said to be due to

- Lack of planning and resources for normal maintenance of infrastructure and amenities, for example, the drains in almost all towns are full of debris and rubbish and therefore increasing vulnerability to floods;
- Poor water and sanitation conditions;
- There is no response and preparedness plan for most municipalities.

Search and rescue operation skills and knowledge, in the event of a natural disaster occurring, in particular earthquake is not well established. The influx of IDPs and refugees into the urban centers adds extra burden to an already vulnerable people. Further justification for an urban-based disaster management programme are the fact that urban centers are areas of high population density, with critical lifeline facilities such as hospitals, schools, commerce and trade, communications and political centers that service the country.

Output 1: Urban centers have disaster preparedness and response plans for better public health and safety

- Indicators:**
- a). Disaster Preparedness and Response Plan produced and promoted successfully
 - b). Municipalities have operationalised the plan and it is official document

Activities:

- i. Develop a ToR for a urban disaster management planner
- ii. Working closely with the municipal authority, develop a disaster management plan for the main urban centers that are highly disaster prone and conduct workshops and seminars to promote the plan
- iii. Develop an “urban search and rescue plan” and conduct workshops and exercises to operational the plans
- iv. Develop “building code and standards” and relevant regulation and legislation to enforce it

- v. Implement programmes for the protection and strengthening of key infrastructure and lifeline facilities (hospitals, schools, airports, Mosques, bridges and roads, etc)

Immediate objective 7: To reduce the impact of disasters on communities through effective early warning systems

A large part of Afghanistan has experienced devastating drought for the last four years and it may continue into fifth year. This has resulted in large numbers of IDPs and weakened the country's agricultural production and rural livelihoods base. Parts of the country also experience annual spring floods that can be destructive to roads, irrigation systems and other infrastructure. Development and establishment for early warning systems for both drought and flood will alleviate and reduce their impacts. Early warning systems should be established at the national and sub-national levels as well as having community-based systems. Given the difficulties in communications and disseminating information within the country, practical and functional community-based early warning system will be more effective.

Output 1: An approved strategic plan for early warning system

Indicators: The early warning systems tested and functional

Activities:

- i. Develop ToR and select consulting company to conduct study for early warning system
- ii. The team provides a work plan
- iii. Conduct the study in close consultation with government and non-government organizations, universities, and technical agencies and with communities and community-based groups
- iv. Produce the early warning system project plan in two components, one for the national system, and the second a system to be managed and operated at the community level with full budget for purchase of equipment, installation and monitoring costs and training of personnel
- v. Seek funding for the implementation of the project
- vi. Implementation of the project to establish the early warning systems

Immediate objective 8: To have in key sectors of government disaster mitigation measures that will minimise or prevent disaster impacts on social and economic development programmes within these sectors

Adoption of measures that prevent or reduce the impact of hazards is internationally accepted as much cheaper than responding to disasters after they have occurred. However, because this has less visibility because it is part of the normal process of development, it does not get the same attention as humanitarian relief. Implementing mitigation measures require a coordinated approach by the numerous development

partners as most have development implications. Apart from their lower costs compared to the combined relief activities, the community empowerment and involvement that they encourage will help to reduce existing vulnerability and hopefully stem the apparent growth of risk from a number of hazards. There will be a need for international assistance with the early stages of implementing mitigation activities – particularly in mitigation planning, and public education and training phases. Afghanistan is rebuilding its devastated infrastructure and economy, and there is no better time than now to design and implement mitigation options that will establish a more resilient, sustainable and less vulnerable community to the impacts of disasters and other external factors. These are some recommended mitigation options for Afghanistan:

Output 1: Reduced disaster vulnerability in the agriculture sector through implemented mitigation measures

Indicators: The Ministry of Agriculture have adopted the project activities in principle and are progressively implementing them as resources are available.

Activities:

- i. Produce Land Use Regulations and Zoning to begin the process of control and legislation for the long-term reduction of the impact of floods, soil erosion, drought through better and controlled and sustainable land use.
- ii. Research and implement relevant agriculture and forestry programmes or farming systems that reduces the risk to natural hazards in particular drought
- iii. Implement a community-based programme on locust management programme that reduces infestations through community effort
- iv. Improving irrigation and water management systems through community-based watershed management and redevelopment programmes (agro-forestry), water harvesting and improvement and maintenance of irrigation systems that are owned, implemented and managed by local communities
- v. Baseline data and information gathering in the agriculture sector for particularly vulnerable communities and regions to support mitigation and response planning

Output 2: Emergency health and medical services significantly improved

Indicators: Medical services improved significantly and EHTF are effectively operational

Activities:

- i. Conduct needs assessment in emergency health services at the national, sub-national and community levels
- ii. Develop contingency plan for disaster preparedness and response for the health sector
- iii. Set up “emergency health task forces” (EHTF) in disaster prone regions

- iv. Conduct training and capacity building activities for the EHTF, emergency health response teams, and relevant medical personnel in government, medical NGOs and other stakeholders, in disaster-related subjects
- v. Develop and conduct public education and awareness materials and campaigns

Output 3: Increased knowledge of the social, economic, environmental and management aspects of disasters and emergencies through implementation of relevant research and development activities that are specific to Afghanistan and its environment

Indicators: The research activities have been completed and follow-on long-term activities are ongoing

Activities:

- i. Conduct applied research on the social, economic and environmental impact of disasters to increase knowledge and understanding and to provide relevant recommendations and activities to implement best practices for recovery at all levels of the community (for example the impact of Nahrin earthquake, and the ongoing drought)
- ii. Carry out a historical study of past significant disasters events, occurrences, locations, intensity and impact to establish a base for disaster information in the country
- iii. The role of Afghanistan women in disasters with specific focus on humanitarian relief and disaster rehabilitation and long-term development
- iv. Develop disaster-related text books and curriculum for primary and secondary schools introduce these into normal education programmes

Immediate objective 9: To provide the legal base for the implementation of the National Disaster Preparedness and Response Plan and Disaster Management Policy

The provision of legal backing for national plan and policy and related measures is a matter of government choice. An important point about legislation is that it allocates major responsibilities in legal form. Therefore it is likely to ensure that allocated tasks will be carried out by the responsible organization.

Output 1: A Disaster Management Legislation or Act produced for Afghanistan

Indicators: The Act passed by Cabinet and Parliament and enforced

Activities:

- i. Identify relevant government department to draft the legislation
- ii. Circulate the draft for review and contributions
- iii. Government to approve the legislation

iv. Produce the approved legislation for distribution

8. Estimated Budget

The budget presented below is only an estimate and is on the conservative side. A considerable number of the projects and activities need to be formulated with a more accurate budget to be included. The rate for consultancy, the daily subsistence allowances (DSA), and hazard allowance are the same as those used by UNAMA.

1. **Disaster Preparedness and Response Plans**

It is estimated that a consultant can conduct this task in 3 months of work spread over a period of 5 months to complete and finalise the plan.

• Consultancy fee (3 months @ \$6300/mth)	\$18,900
• Expenses:	
- Travel and DSA	\$17,000
- Workshops, Seminars and Training	\$15,000
- Printing & Distribution	\$30,000
- EOC Establishment/ Equipment (donated: estimate)	\$40,000
• Miscellaneous	\$8,000
Total Estimated Cost	\$128,900

1. **Disaster Management Training (DMT)**

(In Went has completed TNA and will conduct “Human Resources Development” activities over the next 2-3 years. They will produce a project document with a budget. It is understood that there will be others interested in human resources development. However, it is estimated that the total DMT over 3years will be in the vicinity of **\$2.0million** for the country)

2. **Community vulnerability reduction projects**

The estimated cost covers only the phase for identification and formulation of community-based programmes with a number of country workshops and seminars and promotional work. The actual project to be implemented will be outlined in the project document that will be the main output of this exercise. Project implementation cost will be separated dependent on the types and quantity, etc.

• Consultancy fee 3 months @ \$6300/mth	\$18,900
• Travel and DSA for 2 months	\$20,000
• Workshops and seminars	\$20,000
• Printing & distribution	\$15,000
• Miscellaneous	\$8,000
Total estimated cost	\$81,900

3. **Public Education and Awareness Materials and Campaigns**

Consultancy to develop the materials, conduct the first lots of campaigns and training as well as test the materials for relevance. It is estimated that this will take at least 4 months, spread over a 6 month period, of actual work and the implementation will continue and be revised over the ensuing years.

• Consultancy cost (4mths @\$6,300/mth)	\$25,200
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• Travel and DSA	\$28,400
• Workshop and training cost	\$25,000
• Materials Production estimated cost	\$80,000
• Campaign estimated costs	\$65,000
• Misc	\$10,000
Total estimated cost	\$233,600

4. Disaster Information Management System (DIMS)

It is estimated that it should take a total of 4 months (spread over a 6 month period) to develop a national DIMS for Afghanistan with information gathering mechanism started for the long-term management and maintenance to be carried out over the ensuing years.

• Consultancy cost 4mth @ \$6,300/mth	\$25,200
• Travel and DSA cost	\$24,800
• Training and of local staff for management and data gathering	\$20,000
• Purchase of database computer and relevant equipment for the office	\$50,000
• Printing of maps and documents	\$20,000
• Misc	\$6,000
Total estimated cost	\$146,000

5. Urban Vulnerability Reduction

Consultancy to produce the response plans and to conduct relevant workshops and promotional activities to operationalise the plan will take an estimated 3 months of work spread over a four months period. Plans will be done for a number of disaster prone urban centres to be selected.

• Consultancy cost 3 months @ \$6,300/mth	\$18,900
• Travel and DSA cost	\$18,100
• Printing and distribution	\$30,000
• Workshop and training	\$20,000
• Misc	\$5,000
Total estimated cost	\$92,000

6. Early warning systems EWS)

To establish an early warning system will require funds for experts and equipment as well as professional and skills training for management and maintenance. Equipment could be donated through bilateral assistance and is not considered in this budget. The following covers the consultancy cost that will provide a plan outlining requirements and the costs for developing and establishing EWS for the country.

• Consultancy cost (4mth @ \$6,300/mth)	\$25,200
• Travel and DSA	\$22,800
• Training and workshops	\$20,000
• Misc	\$5,000
Total estimated cost	\$73,000

7. Disaster Mitigation Projects

The activities identified in this section should become part of normal development process that emphasises the importance of mitigation measures for sustainable development. Some of these are already being considered by a number of organisations and will be developed and

implemented over the next year or so, and there will be others to be added to the list. FAO, for example, is working with the relevant ministries to improve irrigation and water harvesting in the country, WHO is working with MoPH for better disaster response mechanism for the health sector. It is not possible to provide a meaningful budget to the various activities before an assessment and project design is carried out.

Agriculture:

- Land use regulation and zoning (To be determined)
- Drought reduction in agriculture (To be determined)
- Locust PEA programme (To be determined)
- Irrigation and water management improvement projects (To be determined)
- Baseline data collection (To be determined)

Medical:

- Conduct emergency health needs assessment (To be determined)
- Contingency Plan preparation and promotion (To be determined)
- PEA in health (To be determined)

Other studies:

- Social and economic impacts of disasters (To be determined)
- Historical study of disasters/database (To be determined)
- Gender and disaster study (To be determined)
- School curriculum development (To be determined)

8. Disaster Legislation

Disaster legislation needs to have government’s legal department to work on a draft for Cabinet’s approval. An important pre-requisite is to have such a department to carry out this task, with a disaster management person to assist. It is estimated that it should take 2 months to complete a disaster management Act.

• Consultancy for 2 months over a 4 month period	\$18,000
• Travel and DSA	\$21,600
• Conduct seminars and workshops	\$15,000
• Printing and distribution of the legislation	\$10,000
• Miscellaneous	\$6,000
Total estimated cost	\$60,600

Grand Total budget so far determined \$815, 400

8. Proposed Framework Schedule

Years	Year 1				Year 2				Year 3	Year 4	Year 5	Year n
Outputs and Activities	1	2	3	4	1	2	3	4				
1.Prepared. & Response Plan												
a. Plan Development		█	█									
b. Response Team Formation		█										
c. Institutional Structure Formed			█	█								
d. Prep & Resp Training			█	█				█	█			█
2. Disaster Mgt Training												
a. TNA		█										
b. Training Materials Development			█	█	█	█	█	█				
c. Training Implementation				█	█	█	█	█	█	█	█	█
3. Commty Vulnerability Reductn												
a. Assessment of Needs				█				█	█	█	█	█
b. Capacity Building					█	█	█	█	█	█	█	█
c. Implementation						█	█	█	█	█	█	█
4. Public Educ & Awareness												
a. Production of materials				█	█	█	█	█	█	█	█	█
b. Implementation of PEA					█	█	█	█	█	█	█	█
5. Disaster Info Mgt System												
a. Assess Needs and Strategy				█	█							
b. Establish DIMS & Training						█						
c. Develop & Maintain System						█	█	█	█	█	█	█
6. Urban Vulnerability Red												
a. Prod Urban Prep & Resp Plans				█	█							
b. Implementation of activities						█	█	█	█	█	█	█

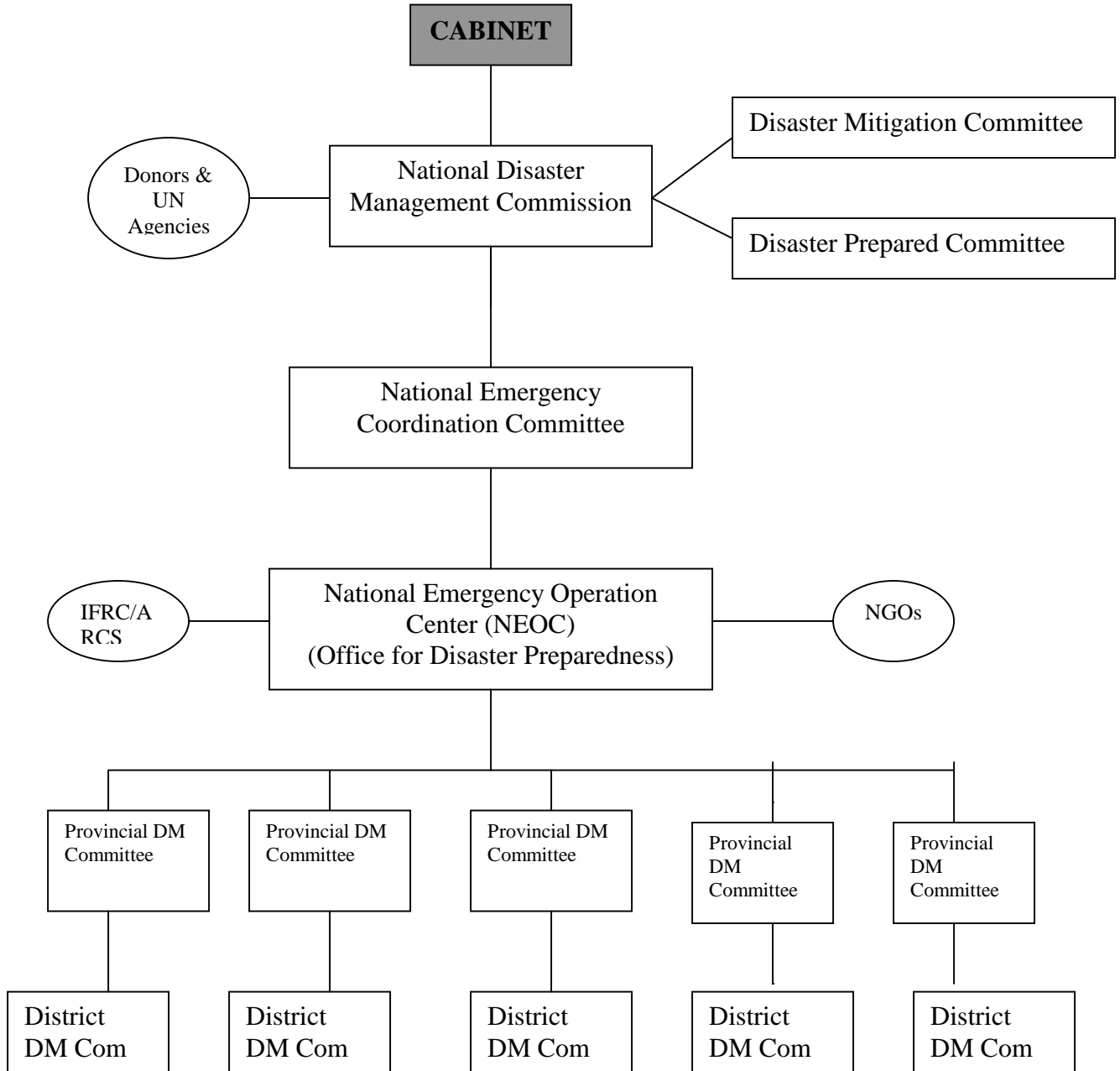
Objectives/Years	Year 1				Year 2				Year 3	Year 4	Year 5	Year n
	1	2	3	4	1	2	3	4				
7. Early Warning Systems (EWS)												
a. Production of Strategic Plan												
b. Develop & Implement of EWS												
8. Disaster Mitigation Programme												
a. Project Design												
b. Implementation of Projects												
9. Disaster Legislation												
a. Production of Legislation												

9. General Conclusion

In Afghanistan, organised disaster management hardly exists and urgent attention needs to be paid to its development and strengthening. Initially the priority must be to develop and adopt a disaster preparedness and response mechanism, the development of professionally skilled staff (management and technical training), and a prepared and alert community, are equally important, and should be given equal priority. It is also important that early attention be paid to activities that will contribute to the implementation of long-term disaster mitigation measures since the country is in various levels of emergency phases, from humanitarian relief to rehabilitation and development, and therefore, intervention now would be timely. Presently a number of UN agencies, NGOs and private organisations are at varying stages of developing and implementing disaster management project and related activities. Some are conducting needs assessment while others have funds and are ready to implement projects. A consolidation of activities in this sector will be necessary. Appropriate international assistance that can be provided at this stage will be valuable. Disaster management activities to be successful and sustainable should involve national and sub-national levels of government and the active participation of the vulnerable community. Realistically, given the various issues mentioned above, strengthening and improving disaster management capacity in Afghanistan is a long-term process, and its cross-cutting nature means that its progress will also be dependent to a large extent on the pace of current rehabilitation and reconstruction, political will and mobilisation of national resources. The budget and the work schedule are tentative and will depend on the consolidation and implementation of ongoing disaster management related programme

Annex 1: Proposed Organisational Structure

The following proposed structure is for emergency operations during disasters:



Note for the Proposed Organisational Structure:

Cabinet:

It can either be operational and be involved in all decision-making or be informed and to make decisions only when requested or needed by the National Disaster Management Commission/Council (NDMC). Cabinet is placed at the head because it is ultimately responsible for all emergency response activities.

National Disaster Management Commission/Council (NDMC):

NDMC has the overall responsibility for disaster management on a continuous basis regardless of disasters occurrence or not. During disaster operation it has overall responsibility for the efficient conduct of emergency operations at national, provincial and district levels through the National Emergency Operation Centre. It has the authority to discuss and recommend strategy and policy to Cabinet and also accountable to it for disaster reports, briefings and recommendations. The NDMC Members comprise of most of the heads of the key ministries.

At the Provincial level, Provincial Disaster Management Committee (PDMC) would assume the similar role as the NDMC, with the heads of government departments and other stakeholders represented. The PDMC will be the penultimate body that makes most of the decisions and responsible for implementing these decisions at the provincial level. If the province can manage and cope with the emergency operations, then the PDMC should report directly and fully to ODP who will keep the Cabinet informed. However, reporting can also be done simultaneously to both as long as this is agreed and understood by all concerned. If the national system is activated and national and international level assistance is requested, then PDMC provides situation reports to the NDMC for normal procedures to take place, as in the structure above.

National Emergency Coordination Committee:

The emergency coordination committee has the “command and control” responsibility during disaster operations. During the emergency phase, it meets daily to review the relief operations and take policy and operational decisions for all the activities relating to the emergency. The Committee is briefed daily by the NDMC and makes decisions on humanitarian relief efforts to be implemented. One of its main roles is to fully inform the NDMC and Cabinet on a daily basis of its decisions and operations and other important matters relating to the disaster. Such committee may not be necessary at the provincial level.

National Emergency Operations Centre (NEOC):

During a disaster, the ODP should set up the NEOC to coordinate the activities of disaster monitoring, warning and immediate post-disaster response including emergency relief work. The NEOC should be manned 24 hours a day by teams drawn from the key ministries that are also member of the NDMC. The operation is usually in 8 hours shift and lasting until the emergency phase is over and longer-term rehabilitation programme begins. The Director/President of ODP should have the overall responsibility for the NEOC, including staffing and equipment during emergency operation. Standard Operations Procedures (SOPs) have to be produced for the NEOC to follow. NEOC has the authority to obtain daily situation reports (Sitreps) from the affected provinces and districts disaster management committees. The operational functions of NEOC may be divided into several units, for example, information and communications, assessment, and operations. Emergency operation centres should also be established for the provinces because responsibility for response and preparedness rests on the governor of the affected province.

Annex 2: DISASTER MANAGEMENT FRAMEWORK FOR AFGHANISTAN: SUMMARY OF OBJECTIVES

OVERALL OBJECTIVE: To strengthen the capacity of government and civil society in Afghanistan to manage disasters at both the national and sub-national levels, with immediate attention being given to the highest priority needs of (a) effective disaster preparedness and response; and (b) the implementation of community-based disaster reduction projects for the most vulnerable communities.

Immediate Objective 1: To develop a National Disaster Preparedness and Response Plan

<i>Outputs</i>	<i>Indicators</i>	<i>Activities</i>	
1. National and sub-national Disaster Preparedness and Response Plans developed and approved by Government	1. National and sub-national Disaster Preparedness and Response Plans approved, printed and distributed.	i. Develop Terms of Reference for consultant(s) to produce DPRP for national and sub-national levels and complete selection process for the consultant(s), with close government participation; ii. Inform relevant government ministries and other stakeholders about the objectives and confirm a schedule of meetings and workshops to develop the plan; iii. Organize meetings and consultations; iv. Form and task a Working Group to assist in the development of the plan and guide the activities of the consultant(s); v. Conduct workshops and seminars with the Working Group on the planning process; vi. Finalise the DPRP in English and Dari; vii. Prepare Cabinet Paper and present the DPRP to Cabinet for approval.	
2. DPRP promoted and operational.	1. Promotional materials developed and circulated; 2. Public awareness campaign implemented and feedback reported; 3. Plan workshopped at national and sub-national levels and EOCs operational.	i. Develop promotional materials (brochures, radio programmes, posters) to explain and promote the PPRP; ii. Conduct public education and awareness campaigns; iii. Hold seminars and workshops for government departments about the implementation of the Plan; iv. ODP and key ministries evaluate and record resources available for emergency response, such as transport, communications, personnel, warehouses, evacuation centers, etc., v. Establish and equip the Emergency Operations Center.	vi.
3. Disaster Response Team trained and operational	1. Government personnel at national and sub-national levels trained in emergency operations and disaster management;	i. Develop job descriptions for team members; ii. Select multi-sector and multi-disciplinary teams at both national and sub-national levels; iii. Conduct training in disaster assessment and coordination, report writing, emergency operations center management, relief trucking, and other emergency skills.	

	2. Trained personnel are officially recognized with certificates of performance and success.	<p>operation center management, relief tracking, and other necessary skills;</p> <p>iv. Nominate government officials and send them on study tours of selected countries with similar levels of development and common disaster management concerns.</p>
Immediate Objective 2: To establish and strengthen national disaster preparedness and response capacity at national and sub-national levels.		
<i>Outputs</i>	<i>Indicators</i>	<i>Activities</i>
1. A cadre of trained people at national and sub-national levels has functional disaster management capacity.	1. Government officials from selected ministries trained, certified, and working in disaster management, with capacity to perform the prescribed tasks.	<p>i. Develop a TOR for disaster management training needs assessment and training programme and budget in consultation with government, NGOs and other stakeholders;</p> <p>ii. Select the consultants or institution to carry out the training needs assessment and implement the national training programme;</p> <p>iii. Develop the training program (including training of trainers) through consultation with government, UN, NGOs and donor agencies, including selection criteria for training;</p> <p>iv. Develop and adapt training course materials for approved courses;</p> <p>v. Implement the training program at national and sub-national levels, including government, NGOs and community groups, training institutions such as the police and military academies and government training centers;</p> <p>vi. Translate all training materials into Dari and Pashtun.</p>
2. A functional Disaster Management training Unit formed with ODP, equipped with trained personnel, training materials, equipment and an established programme	<p>1. DMTU operational with training materials and equipment installed;</p> <p>2. Personnel have delivered training courses and workshops successfully.</p>	<p>i. Develop job descriptions for the various posts, advertise positions and select personnel for the DMTU;</p> <p>ii. Train DMTU personnel locally and internationally;</p> <p>iii. DMTU works with the DMT provider in organizing and conducting training;</p> <p>iv. DMTU organizes and conducts training activities.</p>
3. Full-time disaster management adviser working with ODP	1. Adviser employed and in place	<p>i. Draw up TOR and job description and select adviser;</p> <p>ii. Provide work plan and task the adviser;</p> <p>iii. Adviser to conduct training and capacity building activities in disaster management subjects;</p> <p>iv. Adviser to produce monthly reports on ODP activities.</p>

Immediate Objective 3: To reduce community vulnerability to natural disasters and improve their coping capacity by implementing projects that encourage disaster preparedness and promote safe and sustainable livelihoods through self-help, cooperation and education		
<i>Outputs</i>	<i>Indicators</i>	<i>Activities</i>
1. Production of an overall plan that defines the principles and aims of the rehabilitation project.	1. A number of community meetings are successfully completed; 2. Action Plans for activities are approved and ready for implementation.	i. Develop the TOR and select the project team; ii. Based on past experience and research, the project teams draws up a general plan for rehabilitation, including a mission statement, list of goals and objectives; iii. The project team consults with the community and local or provincial government to ensure that the project strategies are culturally and environmentally appropriate; are acceptable to the intended beneficiaries; and fit within the guidelines and regulations laid down by the provincial government or local authority; iv. The project team designs specific Action Plans to implement various components of the project, in line with local needs and existing capacities.
2. A Needs Assessment is conducted; intending participants in the projects have the capability, knowledge and confidence to implement activities, and the projects are implemented.	1. Needs assessment reports are available; 2. There is visible evidence of projects implemented by participating communities.	i. Conduct a Needs Assessment through the following activities: <ul style="list-style-type: none"> • Through a process of dialogue, demonstration and training, recognize and prioritize local needs and culturally acceptable ways of addressing them; • Prepare community action plans that identify actions that will address these needs; • Involve the provincial government and district leaders in the plans in ways that strengthen the link between government and communities, and provide a legal basis for the project; • Work to get the full support and trust of the community in order to ensure joint ownership of the process and build the confidence of the community. ii. Develop the capacity of the community, by consulting them on the types of training they require, providing this training in disaster response and preparedness, and conducting other demonstration exercises. iii. Implement the project plan in a collaborative way between the community and the project team, including jointly drawing up action plans, allocating roles and responsibilities; and ensuring that project activities are clearly recorded and these records are made available to the
3: The project activities are sustainable and integrated with overall	Relevant ministries and communities have adopted the process and replicated it wherever	i. Build the capacity of local institutional mechanisms ii. Create or strengthen community assets and livelihoods to increase community

development programmes.	needed.	security; iii. Establish ways to continually build community capacity and development opportunities
Immediate Objective 4: To have alert, aware and informed communities by implementing public education and awareness campaigns throughout the country		
<i>Outputs</i>	<i>Indicators</i>	<i>Activities</i>
1. Appropriate community disaster preparedness and response information programmes developed, materials produced, campaigns launched, and taskforce trained.	1. Nationally or locally relevant materials produced and public awareness campaigns implemented; 2. Evidence that target audiences participated and that these programs increased community motivation, knowledge and skills.	i. Select appropriately talented personnel from ODP and other government departments to form a PEA Taskforce; ii. Conduct workshops and seminars for the Taskforce on developing effective PEA programmes; iii. The Taskforce identifies the activities and subject matter on which to base the PEA programme; iv. The taskforce develops the PEA programme in collaboration with the Information Ministry, local media, NGOs, private sector bodies, community-based groups, and technical ministries such as Health, Agriculture and Water; v. PEA materials are tested for clarity, relevance and cultural sensitivity; vi. The material is finalized and produced, using a variety of media (print, radio, TV) as appropriate; vii. The PEA campaign is launched with specific focus on vulnerable communities and disaster prone regions; viii. The success of the campaign is assessed and the outcomes recorded, to inform the development of future programmes.
Immediate Objective 5: To develop a disaster information management system (DIMS) together with national capacity to maintain it, constantly update and disseminate information, and conduct relevant research activities.		
<i>Outputs</i>	<i>Indicators</i>	<i>Activities</i>
1. Hazards and vulnerability data and information collated in GIS maps and database.	1. GIS risk maps printed and available; 2. Disaster information database established and stored in electronic and print formats.	i. Develop TOR for consultancy work to establish a disaster information management system; ii. Consultancy organization to provide project outline including work-plan, methodology and scope of work; iii. Form a team trained in survey and enumeration work to gather baseline data

		<p>and information, in conjunction with relevant government ministries;</p> <ul style="list-style-type: none"> iv. Conduct workshops to assist key government ministries to collect their own data for the DIMS; v. Select and train a cadre of staff to be based within ODP to manage and implement the DIMS; vi. Provide a medium-term workplan with projects and activities for DIMS; vii. Produce GOS hazards and vulnerability maps and related documents; viii. Ensure that data is collected and included in DIMS on most vulnerable communities.
2. Disaster information is public knowledge and used for mitigation, preparedness and response planning	<ul style="list-style-type: none"> 1. Advocacy activities conducted at national and sub-national levels; 2. Disaster managers and planner utilize information from DIMS for mitigation and response planning. 	<ul style="list-style-type: none"> i. Conduct advocacy activities at all levels of government, the donor community, NGOs and other stakeholders on the use of DIMS; ii. Promote the outcomes of hazard and vulnerability assessments through the media and other public information channels, the schools, and other educational institutions.
3: Community-level information gathered, compiled and utilized for community preparedness and mitigation projects	Communities have conducted their own assessments and are implementing their own disaster reduction activities.	<ul style="list-style-type: none"> i. Select appropriate local NGOs and community-based organizations to collect information from the community about hazards, vulnerability, and baseline characteristics; ii. Working with the community and local leaders, the assessment team identifies projects that will reduce community vulnerability; iii. Communities participate in implementing selected preparedness and mitigation projects.
4. Disseminate information about successful community-based disaster mitigation activities throughout Afghanistan	A programme of information dissemination is established and operating.	<ul style="list-style-type: none"> i. Select a team to conduct case studies of successful community-based disaster mitigation activities; ii. Disseminate information about best practices through training programmes, the media and PEA activities to other vulnerable communities in the country; iii. Produce operational handbooks on community-based disaster management.

Immediate objective 6: To reduce urban vulnerability to natural disasters through preparedness planning and implementation of disaster mitigation activities.		
<i>Outputs</i>	<i>Indicators</i>	<i>Activities</i>
1. Urban centers have disaster preparedness and response plans for better public health and safety	1. Disaster Preparedness and Response Plan produced and promoted successfully. 2. Municipalities have operationalised the plan and it is an official document.	<ul style="list-style-type: none"> i. Develop a ToR for a urban disaster management planner ii. Working closely with the municipal authority, develop a disaster management plan for the main urban centers that are highly disaster prone and conduct workshops and seminars to promote the plan iii. Develop an “urban search and rescue plan” and conduct workshops and exercises to operational the plans iv. Develop “building code and standards” and relevant regulation and legislation to enforce it v. Implement programmes for the protection and strengthening of key infrastructure and lifeline facilities (hospitals, schools, airports, Mosques, bridges and roads, etc)
Immediate objective 7: To reduce the impact of disasters on communities through effective early warning systems		
<i>Outputs</i>	<i>Indicators</i>	<i>Activities</i>
1. An approved strategic plan for early warning system	The early warning systems tested and functional.	<ul style="list-style-type: none"> i. Develop ToR and select consulting company to conduct study for early warning system ii. The team provides a work plan iii. Conduct the study in close consultation with government and non-government organizations, universities, and technical agencies and with communities and community-based groups iv. Produce the early warning system project plan in two components, one for the national system, and the second a system to be managed and operated at the community level with full budget for purchase of equipment, installation and monitoring costs and training of personnel v. Seek funding for the implementation of the project vi. Implementation of the project to establish the early warning systems
Immediate objective 8: To have in key sectors of government disaster mitigation measures that will minimise or prevent disaster impacts on social and economic development programmes within these sectors		
<i>Outputs</i>	<i>Indicators</i>	<i>Activities</i>
1. Reduced disaster vulnerability in the agriculture sector through implemented mitigation measures	The Ministry of Agriculture has adopted the project activities in principle and are progressively implementing them as resources are available.	<ul style="list-style-type: none"> i. Produce Land Use Regulations and Zoning to begin the process of control and legislation for the long-term reduction of the impact of floods, soil erosion, drought through better and controlled and sustainable land use. ii. Research and implement relevant agriculture and forestry programmes or farming systems that reduces the risk to natural hazards in particular drought

		<ul style="list-style-type: none"> iii. Implement a community-based programme on locust management programme that reduces infestations through community effort iv. Improving irrigation and water management systems through community-based watershed management and redevelopment programmes (agro-forestry), water harvesting and improvement and maintenance of irrigation systems that are owned, implemented and managed by local communities v. Baseline data and information gathering in the agriculture sector for particularly vulnerable communities and regions to support mitigation and response planning.
2. Emergency health and medical services significantly improved	Medical services improved significantly and EHTF are effectively operational	<ul style="list-style-type: none"> i. Conduct needs assessment in emergency health services at the national, sub-national and community levels; ii. Develop contingency plan for disaster preparedness and response for the health sector; iii. Set up “emergency health task forces” (EHTF) in disaster prone regions iv. Conduct training and capacity building activities for the EHTF, emergency health response teams, and relevant medical personnel in government, medical NGOs and other stakeholders, in disaster-related subjects; v. Develop and conduct public education and awareness materials and campaigns.
3. Increased knowledge of the social, economic, environmental and management aspects of disasters and emergencies through implementation of relevant research and development activities that are specific to Afghanistan and its environment.	The research activities have been completed and follow-on long-term activities are ongoing	<ul style="list-style-type: none"> i. Conduct applied research on the social, economic and environmental impact of disasters to increase knowledge and understanding and to provide relevant recommendations and activities to implement best practices for recovery at all levels of the community (for example the impact of Nahrin earthquake, and the ongoing drought) ii. Carry out a historical study of past significant disasters events, occurrences, locations, intensity and impact to establish a base for disaster information in the country iii. The role of Afghanistan women in disasters with specific focus on humanitarian relief and disaster rehabilitation and long-term development iv. Develop disaster-related text books and curriculum for primary and secondary schools introduce these into normal education programmes
Immediate objective 9: To provide the legal base for the implementation of the National Disaster Preparedness and Response Plan and Disaster Management Policy		
<i>Outputs</i>	<i>Indicators</i>	<i>Activities</i>
1. A Disaster Management Legislation or Act produced for Afghanistan	The Act passed by Cabinet and Parliament and enforced	<ul style="list-style-type: none"> i. Identify relevant government department to draft the legislation ii. Circulate the draft for review and contributions iii. Government to approve the legislation iv. Produce the approved legislation for distribution