AFGHANISTAN

STRATEGIC NATIONAL ACTION PLAN (SNAP)

FOR DISASTER RISK REDUCTION: TOWARDS

PEACE AND STABLE DEVELOPMENT

Government of the Islamic Republic of Afghanistan
March 2011

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FIGURES

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LIST OF ACRONYMS AND ABBREVIATIONS

ACBAR	Agency Coordinating Body for Afghan Relief
ADA	Afghan Development Association
ADB	Asian Development Bank
AIMS	Afghanistan Information Management System
AMA	Afghanistan Meteorological Authority
AMCDRR	Asian Ministerial Conference on Disaster Risk Reduction
ANA	Afghanistan National Army
ANDMA	Afghanistan National Disaster Management Authority
ANDS	Afghanistan National Development Strategy
ANP	Afghan National Police
ANSF	Afghan National Security Force
ARCS	Afghanistan Red Crescent Society
BBC	British Broadcasting Corporation
BRAC	Bangladesh Rural Advancement Committee
CBDRM	Community-based disaster risk management
CBEWS	Community-based early warning system
CCA	Common Country Assessment
CCA	Climate change adaptation
CDCs	Community Development Councils
CDD	Community-driven development
CDRRP	Community-based Disaster Risk Reduction Programme
CHA	Coordination for Humanitarian Assistance
CoAR	Coordination of Afghan Relief
CPAP	Country Programme Action Plan
CSO	Central Statistics Office
CWS	Church World Service
CWS-P/A	Church World Service Pakistan/Afghanistan Office
DAD	Development Assistance Database
DDMP	District-level disaster management plan
DDP	Department of Disaster Preparedness

NDRRCB	National Disaster Risk Reduction Capacity Building
DfiD	Department for International Development (United Kingdom)
DMIS	Disaster Management Information System
DRM	Disaster risk management
DRR	Disaster risk reduction
DVP	Disaster vulnerability profile
ECO	Economic Cooperation Organization
EOC	Emergency Operation Center
ESCAP	Economic and Social Commission for Asia and the Pacific
EWS	Early warning system
FAO	Food and Agriculture Organization
GDP	Gross domestic product
GIS	Geographic information system
GoA	Government of Afghanistan
GTZ	Deutsche Gesselschaft fuer Technische Zussammenarbeit (German Technical Cooperation)
HFA	Hyogo Framework for Action
HVCA	Hazard, vulnerability and capacity assessment
HVCRA	Hazard, vulnerability, capacity and risk assessment
IASC	Inter-Agency Standing Committee
ICAO	International Civil Aviation Organization
ICCO	Interchurch Organization for Development Cooperation
IDLG	The Independent Directorate for Local Governance
IDPs	Internally displaced persons
IEC	Information, education and communication
IFAD	International Fund for Agricultural Development
IFRC	International Federation of Red Cross and Red Crescent Societies
ILO	International Labor Organization
IMF	International Monetary Fund
IOs	International organizations
IOM	International Organization for

	Migration	NRVA	National Risk and Vulnerability Assessment
ISAF	International Security Assistance Force Air Command	NSC	National Statistical Council
ISDR	International Strategy for Disaster Reduction	NRC	Norwegian Refugee Council
MACCA	Mine	NSP	National Solidarity Programme
MAIL	Ministry of Agriculture, Irrigation and Livestock	OCHA	Office for the Coordination of Humanitarian Affairs
MAL	Ministry of Labor, Social Affairs, Martyrs and the Disabled	OHCHR	Office of the High Commissioner for Human Rights
MDGs	Millennium Development Goals	PDCs	Provincial development councils
MoD	Ministry of Defense	PDMC	Provincial disaster management council
MoE	Ministry of Economy		
MoEd	Ministry of Education	PRT	Provincial Reconstruction Team
MoF	Ministry of Finance	PWD	Public Works Department
MoI	Ministry of Interior	QIP	Quick Impact Project
MoJ	Ministry of Justice	SAARC	South Asian Association for Regional Cooperation
MoL	Ministry of Labor, Social Affiars, Martyrs and the Disabled	SAF	Solidarity for Afghan Families
MoPH	Ministry of Public Health	SAR	Search and rescue
MoPW	Ministry of Public Works	SDC	Swiss Agency for Development and Cooperation
MOU	Memorandum of understanding		
MoUD	Ministry of Urban Development	SNAP	Strategic National Action Plan on Disaster Risk Reduction
MoWA	Ministry of Women's Affairs		
MRRD	Ministry of Rural Rehabilitation and Development	STARS	Skills Training and Rehabilitation Society
NABDP	National Area-Based Development Programme	UN	United Nations
NAPA	National Adaptation Programme of Action	UNAIDS	Joint United Nations Programme on HIV/AIDS
NDMC	National Disaster Management Council	UNAMA	United Nations Assistance Mission to Afghanistan
NDMP	National Disaster Management Plan	UNCTAD	United Nations Conference on Trade and Development
NDMP	National Disaster Management Project	UNDAC	United Nations Disaster Assessment and Coordination
NDRRIMS	National Disaster Risk Reduction Information Management System	UNDAF	United Nations Development Assistance Framework
NDRRP	National Disaster Risk Reduction Plan	UNDP	United Nations Development Programme
NDRRRP	National Disaster Response Recovery Plan	UNDSS	United Nations Department of Safety and Security
NEF	National Emergency Fund	UNEP	United Nations Environment Programme
NEOC	National Emergency Operation Center	UNESCO	United Nations Educational, Scientific and Cultural Organization
NEPA	National Environmental Protection Agency		
NEPASP	National Environmental Protection Agency Strategic Plan	UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
NGO	Non-governmental organization	UNFCCC	United Nations Framework for Climate Change Convention
NPP	National Priority Program		

UNFPA	United Nations Fund for Population Activities (or UN Population Fund)
UN-Habitat	United Nations Centre for Human Settlements or UNCHS
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Fund for Women
UNMACA	United Nations Mines Action Center
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
US	United States
USAID	United States Aid for International Development
USD	United States dollars
USGS	United States Geological Survey
VFL	Views from the Frontline
WDR	World Disaster Reduction
WFP	World Food Programme
WHO	World Health Organization
WP	Winterization plan

EXECUTIVE SUMMARY

The volatile context of Afghanistan presents tremendous challenges to achieving peace and resilient development in the country.   As it deals with reconstruction and recovery, Afghanistan is still constantly faced by emergencies, conflict and disasters. - These pose a constant threat to any plan and the Millennium Development Goals.

The Afghan people have endured a series of setbacks in the last three decades. Since 2001, the Afghan government, with support from the international community has been struggling to bring normalcy to the lives of men, women and children and rebuild society and its institutions through the promotion of viable livelihoods, reliable health services, equal access to education, improvement of women's status, and the provision of other basic needs such as shelter, safe water and sanitation.

Natural hazards continue to wreak havoc to many communities bringing them potential conditions to developing extensive risks. Extensive risks are risks that are widespread and associated with the exposure of dispersed populations to repeated and persistent hazard conditions of low or moderate intensity; they may eventually lead to debilitating disaster impacts. [1] In the midst of activities related to the formulation of the Strategic National Action Plan for Disaster Risk Reduction: Towards Peace and Stable Development (SNAP), floods killed 120 people, injured 200 others, destroyed hundreds of houses, and washed away thousands of hectares of farmland in 14 of the country's 34 provinces in May 2010. Earthquake, flood, mudslides, snow melt, glacial melt, drought, dust storm, extreme weather events are among the major threats that can jeopardize gains made over the last few years. Recovering from an extended drought believed to have started in 1969, and reaching a critical state during 1997-2002, Afghanistan faces worse conditions as it is indentified as a drought-risk hotspot, with conditions expected to deteriorate in the short term and are bound to increase during the next 20 to 30 years, as findings of a 2008 study by CARE International and United Nations Office for Human Affairs show.   In terms of loss to human lives, earthquakes have been the deadliest.

Hazard events potentially expose the poor to loss of livelihood; those communities that experience repeated losses may hinder recovery. Poverty and unemployment, as a 2009 study showed, are perceived by respondents in 14 provinces as the major driving factor of conflict. Disasters may drive people more and more to poverty, which creates a seedbed for discontent and eventually conflict. Any combination of ways and means to promote stability, peace and development must be explored. Disaster risk reduction (DRR), which results in the decline of substantial disaster losses, in lives, and the social, economic and environmental assets of communities, offers an entry point for enabling positive growth in a country such as Afghanistan. DRR as learned by various nations and communities all over the world can empower stakeholders while providing meaningful opportunities to be informed and engaged. This is shown by experiences in community-based mechanisms so that disaster risks are reduced as the nature of disaster risks and means to reduce the risks are recognized.

As the country transitions from recovery and reconstruction to a broad-based sustainable development, the Strategic National Action Plan for Disaster Risk Reduction: Towards Peace and Stable Development (SNAP) provides a road map to "A Safer and More Resilient Afghanistan" by addressing the risks of future disasters and climate change impacts in a cohesive way – marshalling the strengths and opportunities presented by stakeholders, as well as recognizing the weaknesses and gaps. Afghanistan is among the nations that have committed to disaster risk reduction through the SNAP with a difference, i.e., the process reflects a bottom-up approach at it is initiation by the National Disaster Risk Reduction Platform.   Through the National Platform, non-governmental

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[1] United Nations International Strategy for Disaster Reduction (UNISDR), 2009 Terminology on Disaster Risk Reduction.

organizations and civil society organizations join hands with government and international organizations to achieve synergy of resources and capacities. The SNAP uses a "no-regrets" approach that seeks to utilize the convergence of DRR and climate change adaptation, and endeavors continuity of and consistency with the country's plans and programs.

The report on the launching of the Afghanistan National DRR Platform[2] states that 'status quo is not at the optimal level." There is urgent need to correct the situation. Since disaster risk reduction (DRR) cannot be divorced from the national context, SNAP was formulated with the promotion of peace building and stable development in mind. In this regard, peace, security, development and disaster risk reduction comprise the central focus of Afghanistan's SNAP. The proposed DRR strategies are aligned with the Afghanistan National Development Strategy 2008-2013 (ANDS) to reinforce the objectives and outcomes of under its sectors and pillars, especially governance, economic and social development, and social protection.

In order to formulate the SNAP, the results of the consultations through the multi-stakeholder workshop on the Hyogo Framework for Action 2005-2015 during the period from February to November 2010 formed as the basis of the DRR strategic actions. The timeframes are short-term (2011), medium-term (2011-mid 2013), and long-term (2011-2015). Building on the issues and challenges mentioned above, the SNAP envisages to achieve two goals during the period.

(1) To develop the linkages between disaster risk reduction strategies, climate change adaptation processes and invulnerable development paradigms with focus on social protection measures and inclusiveness in order to support various initiatives taken up under ANDS, United Nations Development Assistance Framework (UNDAF), etc. to promote the 'community at peace' principle in Afghanistan; and,

(2) To minimize losses caused by disasters and climate change impacts through strategies guided by HFA, with the backdrop of peace and development.

Focusing on DRR concerns that link with peace building and a stable development, the SNAP has six objectives – with three under each goal. To attain the six objectives, the Action Plan consists of seven major programmes/projects that serve to link the related on-going and future actions/activities within the ANDS framework. Having a five year span (2011-2015), it extends beyond the period of the current ANDS and can therefore provide future direction in certain areas, especially where little has been done.

Goal 1 - Linkages enhancing social protection and inclusiveness towards social mobilization: focus on institutional and organizational mechanisms (both formal and informal) as well as capacity development which may include use of appropriate technology or hardware; outcomes serve to achieve multiple and/or generic functions that indicate good governance.

Strategic Objective 1: To possess a stronger, comprehensive and contextualized mechanism for disaster management;

> National Disaster Risk Reduction Capacity Building Programme (Timeline: 2011-2015): *Improved co-ordination and knowledge sharing among all stakeholders at all levels; enhanced capacity among focal points in government agencies, local government, National DRR Platform members and ANDMA.*

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[2] National platform for disaster risk reduction is ""a generic term for national mechanisms for coordination and policy guidance on disaster risk reduction that are multi-sectoral and inter-disciplinary in nature, with public, private and civil society participation involving all concerned entities within a country." (UNISDR, 2009).

Strategic Objective 2: To enhance knowledge sharing among all stakeholders at all levels;

> National Disaster Risk Reduction Information Management Initiative (Timeline: 2011-2015): *Adequate data and information support to DRR stakeholders through a working information network, communication mechanisms and improved quality assurance system.*

> Research and Evaluation Programme (Timeline: 2011-2015*): Acceptable decision making support with baseline conditions established, progress in DRR monitored, knowledge base built and results utilized.*

Strategic Objective 3: To strengthen the early warning system that is based on sound vulnerability and capacity assessments;

> National Early Warning System (Timeline: 2011-2015): *Enhanced preparedness through a people-centered early warning system and supported by capable scientific, technological and media institutions.*

Goal 2 - Disaster risk reduction in peace-building and stable development: focus on mainstreaming and yielding positive multi-sectoral and multidisciplinary collaboration in different forms such as better information sharing, integration of DRR into regular functions through risk management, and effective role sharing and partnerships.

Strategic Objective 4: To raise public awareness of disaster risk reduction nationwide;

> National Disaster Risk Reduction Awareness Campaign (Timeline: 2011-mid-2013): *Increased awareness about DRR of various target groups in a step-by-step manner using appropriate approaches and communication media thus motivating stakeholders to mitigate and prepare for disasters.*

Strategic Objective 5: To strengthen community resilience using means to reduce the underlying factors of risk;

> Building Communities through Disaster Resilience (Timeline: 2011-mid 2013): Potential social capital to deal with disasters built in selected with capacity to learn and adapt to disaster and climate-related risks with support from multi-sectoral, inter- and intra-governmental team.

Strategic Objective 6: To enhance disaster preparedness capacities in government at different levels.

> Preparedness for Effective Response (Timeline: 2011-2015): *Enhanced effectiveness in responding to disasters with most emergency preparedness components such as drills, stockpiles, contingency plans, emergency fund and coordination mechanisms in place.*

Apart from the framework provided by the HFA, SNAP builds upon the existing studies and plans relevant to disaster risk management such as the ANDS, Disaster Management Plan (ND   MP), National Adaptation Programme of Action (NAPA), Humanitarian Action Plans, sectoral master plans, and other planning documents developed and being implemented following 2001. It also adheres strategically to the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF) that guides the United Nations Country Team and the Regional Roadmap and Action Plan on DRR through CCA in Asia and the PacificAsian Ministerial Conference for Disaster Risk Reduction (AMCDRR). A timetable of the activities per programme/project has been prepared

as immediately do-able with existing resources, needing additional accessible resources, and requiring new resource and/or requisite actions.

The document includes an assessment of the implementation of HFA in the country made through a review of recent and past activities, while identifying strengths and gaps. On the basis of the results of the consultations and assessment, the action plan components are then articulated. Implementation issues and way forward are also discussed.

To implement the SNAP hinges on the effectiveness of the governance system and practices of the Afghanistan Government. On the other hand, it likewise seeks to strengthen good governance through inclusive risk management and risk-sensitive community-driven development approaches. While the former bases strategic action to control, reduce and transfer risks on risk assessment, the latter seeks to engage, empower and inform the population about how to reduce disaster losses. Thus, SNAP will create significant dividends to advance peace building and a stable, resilient development.

It is fundamental that the following are resolutely carried out:

1. Adopt a legal basis for DRR that imbeds national and community resilience as a principle for stable development in Afghanistan.
2. Adopt all possible means through sectoral work plans, inter- and intra-governmental mechanisms to synchronize all DRR-related activities and quickly mainstream DRR during the first two years.
3. Utilize formal and informal collaborative mechanisms that will help vertically and horizontally integrate disaster risk management in terms of human (technical), financial, and knowledge resources.
4. Place ANDMA as Secretariat of the National Platform and enable it to perform its functions adequately.
5. Adopt steps to render clarity in the allocation and utilization of the national and external budget that serves to make Afghans safer and more resilient.
6. Leverage DRR as an entry point towards building and supporting communities in terms of social empowerment and economic livelihoods thus leading to better security.
7. Win over stakeholders to partner and collaborate so that complementarity in DRR activities is maximized.
8. Upon the government's adoption of the SNAP, it is incumbent on the National Platform, particularly the focal points headed by ANDMA to seek representation in the consultative CCA/UNDAF process, and thereby contribute to the process.

SNAP will help attain the vision of the National DRR Platform, i.e. "A Safer and More Resilient Afghanistan." With ANMDA as its Secretariat, a critical mass of capable disaster risk management professionals and practitioners shall be an additional benefit which will promote the advancement of interfacing DRR with the peace building efforts. Prepared Afghan communities and capacitated institutions are good investments to keep people out of harm's way and minimizing risks posed by hazards, and extremes of weather and climate.

I.   Introduction

Following almost a decade of reconstruction since the transformation of Afghanistan towards a renewed nation, becoming "a stable self-sustaining Afghanistan at peace with itself and its neighbors"[3] has not been a smooth one. Post-conflict Afghanistan is still constantly threatened by 'new and different' conflicts - tribal tensions, warlordism, and violence. Through development activities are now guided by the Afghanistan National Development Strategy (ANDS), 2008-2013, people in government, non-governmental, private and international finance institutions, and civil society organizations struggle under trying residual conflict conditions. They work towards building peace through humanitarian aid and development efforts, where the line of separation grows thinner and thinner. The volatile context of Afghanistan presents tremendous challenges to any development plan.

By eroding the capacity to anticipate, prepare and respond to shocks, these challenges heighten the vulnerability of Afghanistan to economic crises, climate-related hazards (drought, floods and wind damage), seismic hazards (earthquake and landslides), and increase the risk of relapse into conflict as well as impede achievement of the Millennium Development Goals (MDGs) and the Hyogo Framework of Action (both with goals set for 2015) by undermining growth, job opportunities and the delivery of social services. Affected by conflict and disaster vulnerability, Afghanistan might eventually move farther away from achieving its own development targets.

With a commitment to achieve the MDGs set for 2015, the development process for Afghanistan has, since 2008, been guided by the ANDS, a product of intensive multistakeholder consultations and collaboration. The vision for Afghanistan by 2020 consists of:
- A stable Islamic constitutional democracy at peace with itself and its neighbors, standing with full dignity in the international family
- A tolerant, united, and pluralistic nation that honors its Islamic heritage and the deep seated aspirations toward participation, justice, and equal rights for all
- A society of hope and prosperity based on a strong, private-sector led market economy, social equity, and environmental sustainability.

The goals supporting the vision are three-fold: Security; Governance, Rule of Law and Human Rights; Economic and Social Development. The first annual report on the ANDS (2008/2009) indicates that the foundation has been established and that implementation of programmes needs to speed up. Much still needs to be done to reduce poverty, increase income generating activities, solve chronic health problems and ameliorate the poor state of infrastructure. The same report states that ANDS operates under "a stressful environment"; the country has serious security concerns, recurring natural disasters, capacity constraints and a range of governance issues which combine to obstruct the ability of the government to implement the much needed economic reforms and improvements in other areas embodied in the ANDS.

Natural disasters such as earthquake, flood, mudslides, snow melt, glacial melt, drought, dust storm, extreme weather events are among the major threats to the gains over the last few years. Natural disasters cause losses to the economy and human lives, slow down reconstruction and development, and further impact on the environment. On the other hand, man-made interventions have also

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[3] From Thier, J.A., Introduction: Building Bridges, in Thier (ed.), The Future of Afghanistan, The United States Institute of Peace,2009, p. 4.

caused environmental problems contributing to the vicious cycle. Results of a study in 2008[4] show that Afghanistan is a drought-risk hotspot, i.e., conditions are expected to worsen in the short term and are bound to increase further during the next 20 to 30 years. Climate change and disaster risk will significantly impact on the lives of many Afghans especially as certain regions of the country are at risk from more than one climate-related hazard – floods, cyclone and drought. Communities need to be prepared while the State undertakes its responsibility with firm resolve to protect the nation as a whole and build resilience. This will require the concerted effort of government, non-governmental organizations, and donors to marshal sound and timely investments towards reducing disaster risks[5]by addressing the factors contributing to vulnerability and integrating them into plans and day-to-day operations.

Natural hazards continue to wreak havoc to defenseless communities bringing them to potential conditions to developing extensive risks.[6] In the midst of activities related to the formulation of the Strategic National Action Plan for Disaster Risk Reduction: : Towards Peace and Stable Development (SNAP), floods killed 120 people, injured 200 others, destroyed hundreds of houses were killed, and washed away thousands of hectares of farmland in 14 of the country's 34 provinces in May 2010. Hazard events potentially expose the poor to loss of livelihood; those communities that experience repeated losses may hinder recovery. Poverty and unemployment, as a 2009 study showed, are perceived by respondents in 14 provinces as the major driving factor of conflict.[7] Disasters may drive people more and more to poverty, which creates a seedbed for discontent and eventually conflict.

Afghanistan has been called a fragile state despite the democratic reform and representative democracy that has been established since 2001. It is a low income country where State capacity is weak and improvements are gradual, punctuated with post-conflict or political transition situations. Some communities are under conditions of stress in terms of security, or militias led by warlords pose constant threats. Some noted that geographical (or regional) disparities are being created not only by environmental conditions but recent development assistance favoring the more secure and accessible parts of the country. There are huge challenges to ensure that citizens are prepared for disasters and communities are able to spring back from natural and man-induced hazards with the necessary resources and ability to organize themselves prior to and during times of disaster.[8]

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[4] Thow, Andrew and de Blois, Mark, 2008 Climate change and human vulnerability: Mapping emerging trends and risk hotspots for humanitarian actors. Maplecroft. The study was commissioned by CARE International and the UN Office for Humanitarian Affairs.

[5] United Nations International Strategy for Disaster Reduction (UNISDR) defines disaster risk as "the potential disaster losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period (UNISDR, 2009).

[6] Extensive risk is defined as "the widespread risk associated with the exposure of dispersed populations to repeated and persistent hazard conditions of low or moderate intensity, often of a highly localized nature, which can lead to debilitating cumulative disaster impacts" (UNISDR, 2009).

[7] The study, which had 704 respondents, was done to understand Afghan's perceptions about the conflict as they experience. It was jointly designed and/or carried out by ACSF, CCA, Afghan Peace and Democracy Act (APDA), Association for the Defence of Women's Rights (ADWR), Education Training Center for Poor Women and Girls of Afghanistan (ECW), Oxfam GB, Organization for Human Welfare (OHW), Sanayee Development Organization (SDO), and The Liaison Office (TLO). (Jackson, Ashley, 2009 The Cost of War: Afghan Experiences of Conflict, 1978-2009, Oxfam, p.23. (available at http://www.oxfam.org/en/policy/cost-war-afghanistan-experiences).

[8] This is not to state that the country has had no experiences to show. In its country report to the 2005 World Conference on Disaster Reduction, Afghanistan reported two cases portraying good practices in disaster management.

Afghanistan's institutional capacity to deal with impacts of natural disasters remains low. The report on the launching of the Afghanistan National DRR Platform[9] states that 'status quo is not at the optimal level." There is urgent need to correct the situation. Since disaster risk reduction (DRR) cannot be divorced from the national context, SNAP was formulated with the promotion of peace building and stable development in mind. In this regard, peace, security, development and disaster risk reduction comprise the central focus of Afghanistan's SNAP. The proposed DRR strategies are aligned with the ANDS to reinforce the objectives and outcomes of under its pillars. (Note: The implementation framework for the ANDS is based on an integrated approach that is structure to address eight sectors and six cross-cutting issues. The sectors are agriculture security, education, governance, health, private sector, roads, infrastructure (energy and water), and social protection, in the order of ranking from highest to lowest priority.[10] On the other hand, the cross-cutting issues include regional cooperation, counter-narcotics, anti-corruption, capacity building, gender equality and the environment.)

A. Goals and Objectives

Afghanistan's Constitution clearly delineates the role of the State and the individual Afghan concerning protection of their homeland. According to Article 15, the State is "obligated to adopt necessary measures to protect and improve forests as well as the living environment." On the other hand, every Afghan is duty-bound to actively participate in times of "…disaster, and other situations that threaten public life and comfort." If citizens and the State work together, then life shall be protected. But how can this be accomplished?

The SNAP provides a vital tool for all players, whether national or international, to be looking in the same direction. Any improvements are guided by this clear direction and vision to which stakeholders commit, despite 'wicked' problems[11] such as conflict, corruption, and narcotics pervade the country. It also strives to build and nurture social capital, which moves people towards positive collective action.[12]

The Introduction underscores the importance of putting SNAP in a context where peace, security development and disaster risk reduction should be part and parcel. The ANDS while taking into account MDGs and the Hyogo Framework for Action (HFA) – which are integral in the existing context – consists of strategic interventions. Weak institutional capacity, infrastructure and governance structures constrain efforts to link all peace building and development efforts. Insecurity and vulnerability to disasters harm a country's ability to achieve the peace and development as envisaged under ANDS by diverting much-needed resources from these priority-related investments and by creating an environment that hurts livelihoods and hinders vibrant economic activity. Crises also interrupt the delivery of social services by destroying or damaging

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[9] National platform for disaster risk reduction is "a generic term for national mechanisms for coordination and policy guidance on disaster risk reduction that are multi-sectoral and inter-disciplinary in nature, with public, private and civil society participation involving all concerned entities within a country." (UNISDR, 2009).

[10] Government of the Islamic Republic of Afghanistan, 2008, Afghanistan National Development Strategy (ANDS) 2008-2013, p. 21-23.

[11] "Wicked problem" is a term used by social planners Rittel and Webber to describe a problem that is difficult or impossible to solve because of incomplete, contradictory and changing requirements which are not easily recognizable. Compared with "tame problem" (like mathematical questions or puzzles), they are complex wherein a solution may create another problem. (Rittel, Horst, and Melvin Webber, 1973 "Dilemmas in a General Theory of Planning," in Policy Sciences, Vol. 4, pp. 155–169).

[12] Nakagawa and Shaw and (2004) define social capital "as the function of mutual trust, social networks of both individuals and groups, and social norms such as obligation and willingness toward mutually beneficial collective action…." (Nakagawa, Y. and R. Shaw, 2004. Social Capital: A Missing Link to Disaster Recovery, International Jour. of Mass Emergencies and Disasters, 22 (1): 5-34.

infrastructure and diverting scarce resources from investments in social services. Notwithstanding these challenges, crisis-affected Afghanistan remains committed to achieving the MDGs and HFA through measures that accelerate transition from recovery to a resilient nation of resilient communities. The challenge now is to operate a successful transition from recovery and reconstruction-based growth to a broad-based and sustainable development that that is also resilient to the disasters Afghanistan has confronted perennially.

In order to formulate the SNAP, the results of the consultations through the multi-stakeholder workshop on the Hyogo Framework for Action 2005-2015 during the period from February to November 2010 formed as the basis of the DRR strategic actions.   Building on the issues and challenges mentioned above, the SNAP envisages: (1) To develop the linkages between disaster risk reduction strategies, climate change adaptation processes and invulnerable development paradigms with focus on social protection measures and inclusiveness in order to support various initiatives taken up under ANDS, United Nations Development Assistance Framework (UNDAF), etc. to promote the 'community at peace' principle in Afghanistan; and, (2) To minimize losses caused by disasters and climate change impacts through strategies guided by HFA, with the backdrop of peace and development. Focusing on DRR concerns that link with peace building and a stable development, the SNAP has six objectives – with three under each goal.

Linkages enhancing social protection and inclusiveness towards social mobilization: focus on institutional and organizational mechanisms (both formal and informal) as well as capacity development which may include use of appropriate technology or hardware; outcomes serve to achieve multiple and/or generic functions that indicate good governance.
> (1) To possess a stronger, comprehensive and contextualized mechanism for disaster management;
> (2) To enhance knowledge sharing among all stakeholders at all levels;
> (3) To strengthen the early warning system that is based on sound vulnerability and capacity assessments;

Disaster risk reduction in peace-building and stable development: focus on mainstreaming and yielding positive multi-sectoral and multidisciplinary collaboration in different forms such as better information sharing, integration of DRR into regular functions through risk management, and effective role sharing and partnerships.
> (4) To raise public awareness of disaster risk reduction nationwide;
> (5) To strengthen community resilience using means to reduce the underlying factors of risk;
> (6) To enhance disaster preparedness capacities in government at different levels.

Figure 1 graphically illustrates the six strategic objectives and programmes/plans to concretely fulfill the objectives. The programmes/plans are elaborated in Part III. Linkages between the SNAP goals/

Figure 1

Vision, goals and objectives of the Afghanistan Strategic National Action Plan on Disaster Risk Reduction: Towards Peace and Stable Development
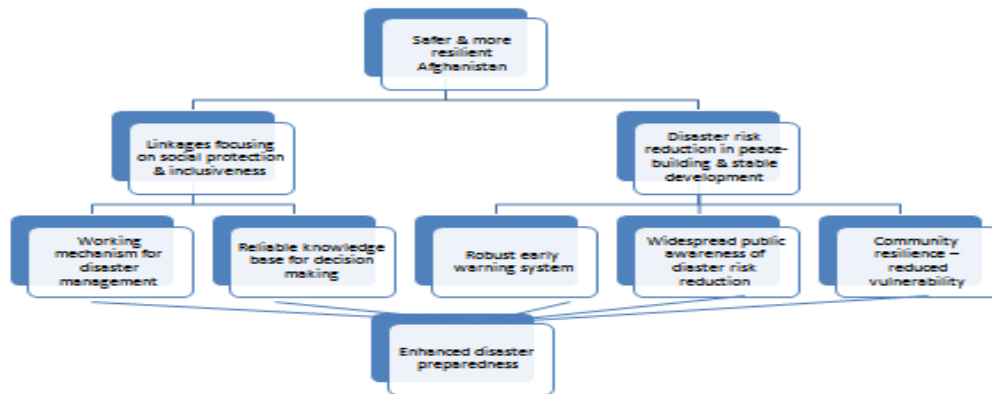
(SNAP)

Figure 2

Linkages between the Strategic National Action Plan (SNAP) goals/actions and the Afghanistan National Development Strategies (ANDS) pillars/objectives
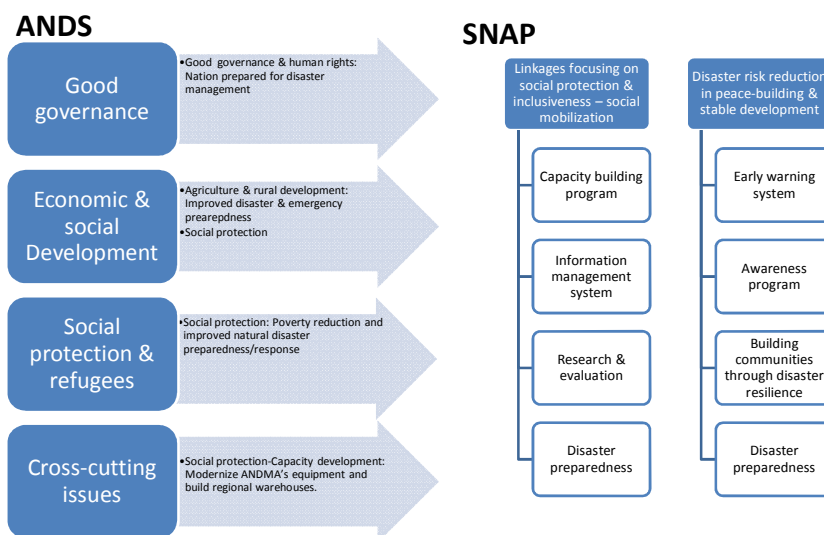
actions and the ANDS pillars/objectives are graphically shown in Figure 2.

B. Framework, Concepts and Definitions

Afghanistan is facing several environmental challenges and increasing risks from hazards and climate change. The distinction between man-made and natural disasters is no longer that clear when we consider the complex causes of droughts, landslides and floods.

Disaster management cycle. The current Afghanistan disaster management framework is built around four "stages of the disaster cycle": non-disaster (mitigation and prevention), before disaster (preparedness and early warning), during disaster (response, relief,) and after disaster (rehabilitation and recovery). However, these components cannot and must not be regarded as separate parts

within disaster management. Each aspect affects and can be affected by the others. Neither is there a clear distinction when one element ends and another begins. Rather, they are best explained as different functions wherein all stakeholders are involved to a certain extent at different times both singly and together.

Hyogo Framework for Action 2005-2015 (HFA). Disasters can be prevented or mitigated. But more significantly, the reduction of "potential losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period"[13] is possible.

Therefore, shifting from relief and response to preparedness and mitigation has become the global standard set by the Hyogo Framework for Action 2005-2015 (HFA) which serves as the guide for the process. HFA's goal is resilient nations and communities through reduction of disaster losses, in lives as well as the social, economic and environmental assets of communities and countries. Countries and communities are seeking ways to integrate disaster risk reduction into day-to-day and planning activities.

Afghanistan is among the 168 member States of the United Nations that adopted the Hyogo Framework for Action 2005-2015 (HFA) in January 2005 in Kobe, Japan in the wake of the Indian Ocean Tsunami.

In support of peace building and stable development in Afghanistan, the three strategic goals of HFA can be paraphrase as follows:
1. The integration of disaster risk reduction into the ongoing process of peace and sustainable development policies and planning
2. The development and strengthening of institutions, mechanisms and capacities to build resilience to not only to natural hazards but also to the peace and development process
3. The systematic incorporation of risk reduction approaches into the implementation of emergency, assistance to the vulnerable groups, response and recovery programmes aimed at making the peace and development more sustainable.

To attain these goals, the HFA identified five specific Priorities for Action:
1. Making disaster risk reduction a priority
2. Improving risk information and early warning
3. Building a culture of safety and resilience
4. Reducing the risks in key sectors or the underlying factors of risk
5. Strengthening preparedness for response.

In line with the ANDS strategic outcomes and objectives, the HFA Priorities for Actions are rephrased in Table 1. Relevant concerns and approaches are likewise enumerated under the last column.

The HFA aims to achieve a substantial reduction of disaster losses by 2015 globally. A system of 21 indicators to measure progress on the five HFA Priorities for Action called HFA Monitor is being used globally for a biennial reporting in June 2011 at the Global Platform for Disaster Risk Reduction, however Afghanistan has not accomplished this. The HFA Monitor is a means for establishing baseline conditions and for benchmarking. The issue domains and approaches relevant to the Priorities for Action are listed in Table 1. The on-going National Disaster Management Project (UNDP-NDMP) being implemented by the United Nations Development Programme (UNDP) with the

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[13] Definition of disaster risk according to the UNISDR (2009).

country's DRR focal organization, Afghanistan National Disaster Management Authority (ANDMA), also seeks to achieve HFA priorities.

A complementary perspective from civil society stakeholders in conjunction with government bodies to the HFA Monitor called the Views from the Frontline (VFL) survey was completed in May 2009 and subsequently reported at the Global Platform in Geneva in June of the same year. Widely commended, the VFL in Afghanistan that had 125 respondents from local government, 43 from civil society organizations and 48 communities organizations from 27 districts in 13 provinces, "clearly articulated challenges for Afghanistan to implement HFA."[14]

With input from VFL obtained from local government officials, civil society organizations, and local community representatives and the DRR Database, a sound assessment of HFA implementation is

Table 1. The Hyogo Framework for Action, rephrased Priorities for Action and approaches.

Priority for action	ANDS	Relevant concerns/approaches
1. Governance – Ensure that DRR is a national and local priority.	Policies and governance - *Ensure that the integration of disaster risk reduction is into on-going peace and development processes is a national and local priority*	Multi-stakeholder dialogue, formal and informal coordination mechanisms, legal and institutional basis, explicit and clear responsibilities for stakeholders, resource allocation
2. Risk identification, assessment, monitoring and early warning - Improve risk information and end--to-end early warning.	Social protection and security - *Identify, assess and monitor disaster risks to lives, critical infrastructure along with other economic and social assets as well as enhance early warning*	Systems to monitor, archive and disseminate data on key hazards and vulnerabilities; nationwide risk assessment and analysis; early warning systems for all major hazards; communication and dissemination mechanisms; early warning reaching and serving people at community level
3. Knowledge management- Use knowledge, innovation and education to build a culture of safety and resilience at all levels.	Knowledge use and public education - *Use knowledge, innovation and education to build a culture of safety, human security and resilience at all levels.*	National public awareness strategy for DRR; common language/terminology; formal and informal education; school curricula; training and learning programmes for communities, local chief executives, local government officers, businesses; integration of education system and research community
4. Risk management and vulnerability reduction - Reduce the underlying factors of risks	Social protection, infrastructure, environment and key development sectors - *Reduce the underlying social, economic, environmental ,and physical risk factors* .	Social protection for vulnerability reduction including women's and gender based vulnerabilities ; environmental and natural resources management; poverty alleviation mechanisms and vulnerability reduction; risk-sensitive land use and housing practices; mechanisms for implementing safety and building codes; integration of disaster risk reduction into project planning and management; private sector

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[14] ANDMA, Church World Service, and Global Network of Civil Society Organizations for Disaster Reduction, 2009 Views from the Frontline – Country Report: Afghanistan (May 19).

		involvement; financial/ economic instruments; disaster recovery plan
5. Disaster preparedness - Strengthen disaster preparedness for effective response at all levels	Social protection and disaster preparedness - *Strengthen disaster preparedness for effective response at all levels*	Activities in support of disaster preparedness; assessment of disaster preparedness capacities and mechanisms; contingency plans; financial reserves and contingency mechanisms to support effective response and recovery; cluster approach in humanitarian assistance; damage and needs assessment; post-event reviews; documentation of lessons learned and good practices

Based on: United Nations, Words Into Action: A Guide for Implementing the Hyogo Framework, UN International Strategy for Disaster Reduction, Geneva, 2007 (available at *www.unisdr.org/eng/hfa/.../Words-into-action/Words-Into-Action.pdf)*.

made practicable. The United Nations International Strategy for Disaster Reduction (UNISDR) assists to implement the HFA.

With input from VFL obtained from local government officials, civil society organizations, and local community representatives and the DRR Database, a sound assessment of HFA implementation is made practicable. The United Nations International Strategy for Disaster Reduction (UNISDR) assists to implement the HFA.

The notion of combining the use of state-of-the-art scientific and empirical knowledge in risk assessment methods with practical disaster management planning is taking root in the country. SNAP takes advantage of linking the two so that risks treatment options (in the form of reduction, prevention, mitigation, preparedness measures) are steadily implemented.

C. The SNAP Process[15]

On 28 February 2010, the Afghanistan National Disaster Risk Reduction Platform (or DRR Platform) was launched in Kabul with the participation of over 200 stakeholders from various government, on-governmental, international agencies/organizations. The DRR Platform was established to promote better coordination and collaboration to work together towards a "Safer and More Resilient Afghanistan." All recognized the need for "clear direction and vision with strong commitment" in improving disaster management in the country," despite numerous difficulties in internal and external environment, including insurgencies and corruption. To date, the DRR Platform has over 60 institutional members including government agencies, non-governmental organizations, civil society organizations, external support agencies (or international donor agencies), private sector and academic institutes (Figure 3).

Figure 3. Overview of the Afghanistan National Disaster Risk Reduction Platform.

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[15] The basic steps of the SNAP formulation process are: document review; strategic analysis; consultative multistakeholder workshop(s); group and key informant interviews; drafting the SNAP (analysis, reporting, and feedback); and legalization of SNAP.

DRR Platform

NGOs, UN, Academia

Technical Inputs / Training / Implementation

ANDMA
Platform Secretariat
Vision

Updates / Coordination

Donors

Authorization / Updates / Coordination

Funds + Technology transfer / Exposures

Coordination / Training / Master plan

Parliament, CDCs, Shuras, Community Representatives

Line Ministries
Local Government
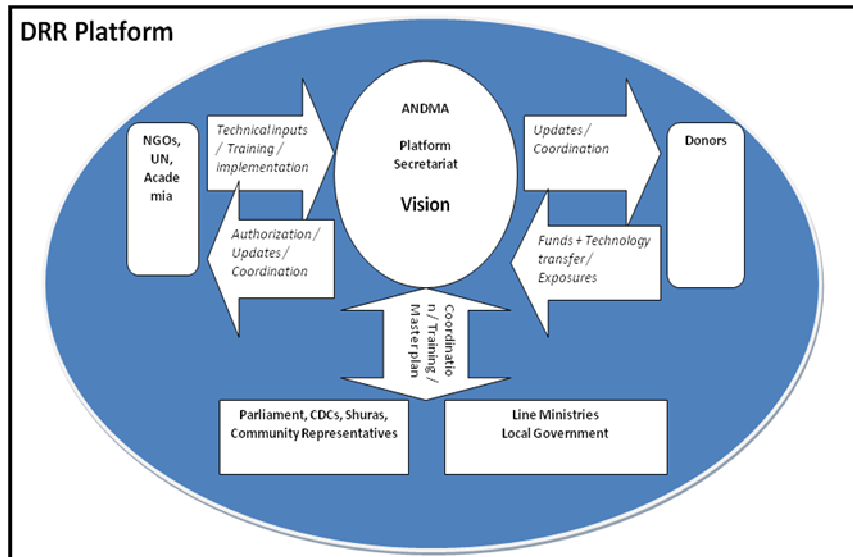
As agreed at the launching, the DRR Platform shall undertake the formulation of the Afghanistan's. SNAP. In principle, SNAP guides the country and its stakeholders towards a strategic direction through a plan for reducing disaster and climate change risks. The strategic actions in the plan are drawn from consultations among key stakeholders at all levels while building upon gains and lessons learned from disaster experiences in the country and abroad.

SNAP is a road map using a multi-hazard approach. The multi-hazard approach is a potent driver to consolidate meager means and resources. SNAP uses the synergy that a National DRR Platform brings about, while stimulating collaborative mechanisms to achieve the Millennium Development Goals (MDGs) and in line with sustainable development. It does not duplicate activities in particular places but instead seeks to place resources where they are needed, utilize the strengths of partners, while always reducing risks to society. SNAP seeks to consolidate rather than disperse efforts of multi-stakeholders.

The contributions to the SNAP process by the national DRR platform members are exemplified by voluntary support in cash and in kind. Action Aid, Church World Service Pakistan/Afghanistan (CWS-P/A), Oxfam Novib, Save the Children, Swiss Agency for Development and Cooperation (SDC), and World Health Organization shared in the expenses for the launching of the national DRR Platform. More organizations have joined the platform since then. At the launching, South Asia Association for Regional Cooperation (SAARC) Disaster Management Centre, Economic Cooperation Organization, and the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) and the International Strategy for Disaster Reduction (ISDR) offered support as well. The UNDP is a close collaborating partner in all these efforts.

 The core group of the DRR Platform quickly moved towards activities to further the SNAP Process. A DRR database of activities by the members had become its knowledge management and communication tool as it is constantly updated. The database had its beginnings during the survey period of Views from the Frontline (VFL). The platform being a tangible result of grassroots participation and Government-NGO collaboration, Afghanistan's participation is considered one of the successful cases as evidenced by highlights in communication materials circulated by the global network of civil society organizations, the network which administered VFL.

After the launching of the National DRR Platform, the process transpired in two phases.

Phase I. Consultative and planning meetings were held from 17 to 21 October 2010 in Kabul.

Consultations were made with the DRR Platform members over two days in order to accommodate all. Separate meetings were held for planning among the DRR Platform core group members and Afghanistan National Disaster Management Authority (ANDMA). Opportunities to synergize with the review process of the Afghanistan National Development Strategy (ANDS) and the country's United Nations Development Assistance Framework (UNDAF) were highlighted. As a result, the next steps of the SNAP process in Afghanistan were planned and agreed upon.

Phase II. Based on the results of Phase I, two workshops, meetings and a debriefing were planned and subsequently conducted during the week of 21 November 2010. The two workshops were:

- The Consultative Leadership Workshop on HFA and SNAP held on 22 November 2010, was intended for local stakeholders in the field of disaster risk reduction (DRR) and climate change adaptation (CCA) in order to ensure that needs and aspirations at the local level are embedded into Afghanistan's Strategic National Action Plan for Disaster Risk Reduction (SNAP). Fifty local/provincial government representatives of development planning sectors and the provincial officers of ANDMA participated. Twenty six (26) out of 34 provinces were represented. The objectives of the workshop were: (1) to create awareness and understanding of the Hyogo Framework for Action (HFA), and the rationale and process of SNAP among key local stakeholders; (2) to discuss and examine key issues, challenges, and strategies in building national and local capacity for DRR and CCA; and (3) to integrate the results into the framework building process for Afghanistan's SNAP.
- The Multi-Stakeholders Workshop on HFA and SNAP held on 23-24 November 2010 was attended by 60 representatives of government (mainly, national level), the academe, CSOs, and NGOs. The objectives of the workshop were: (1) to report on the initial results of the assessment of DRR in Afghanistan; (2) to identify the problems related to the five HFA Priorities for Action; (3) to identify objectives needed to address these problems; (4) to generate strategic actions in the form of programmes, projects and activities.

Strategic planning methods such as stakeholder and SWOT analysis and project planning techniques were used. Apart from strengthening the mechanism to support HFA implementation, the workshop validated the key priority issues that were raised on 28 February 2010, when the National DRR Platform was launched. It provided substantial input in terms of information and insights to augment stocktaking of DRR in Afghanistan. The main outputs from the multistakeholder workshop were a set of strategic objectives and actions, and planning matrices wherein expected output, indicators, timelines, resources needed and responsible parties were identified.

With the completion of the draft SNAP, the priority action of the National DRR Platform for 2010-11 shall have been achieved. The list of participants in both workshops are found in Annexes A and B.

D. Resources

Apart from the framework provided by the HFA, SNAP builds upon the existing studies and plans relevant to disaster risk management as shown in Figure 4.

Figure 4
Consistency of the Afghanistan Strategic National Action Plan for Disaster Risk Reduction (SNAP)
with current studies and plans
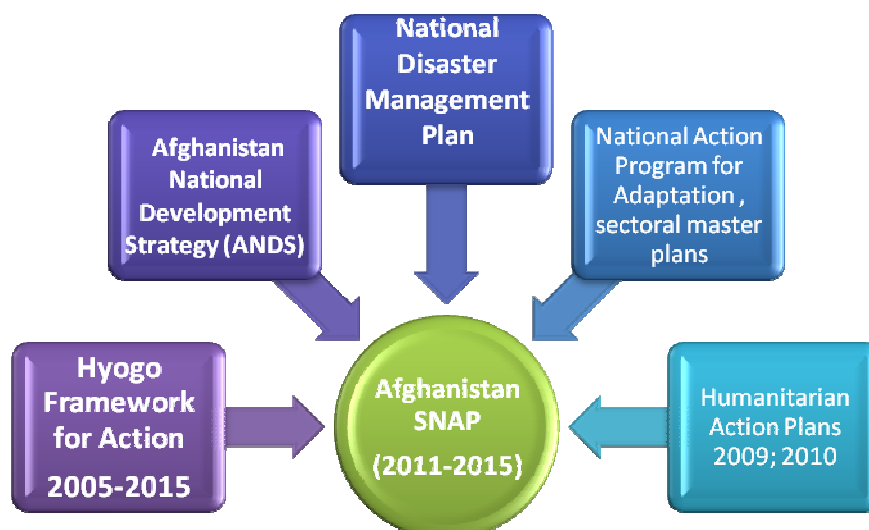
Planning documents

- Afghanistan National Development Strategy, 2008-2013 (ANDS) (2008)
- Transitional Islamic State of Afghanistan. National Disaster Management Plan (NDMP), Department for Disaster Preparedness (December 2003)
- ADB-UNAMA. Proposed Strategy for Institutional Strengthening in Disaster Risk Management IN Afghanistan (26 March 2004)
- UNAMA. Disaster Management Framework for Afghanistan (January 2003)
- National Adaptation Programme of Action (NAPA)
- Humanitarian Action Plans, 2009 and 2010
- Various sectoral plans (e.g., National Action Plan for the Advancement of Women, 2008-2018.

Studies

- United Nations Office for the Coordination of Humanitarian Affair, UNDAC Mission Disaster Response Preparedness in the Islamic Republic of Afghanistan, 16-30 July 2006.
- UNEP Post-conflict Environmental assessment (2003).

Recent documents

- UNDP/National Disaster Management Project, 2010. National Disaster Management Plan, 2010 (Prepared for Afghanistan National Disaster Management Authority, October). At time of this writing, the draft has been circulated.
- UNDP-NDMP, 2010. National Capacity Needs Assessment & Outline for Capacity Development Plan (October 2010)
- UNDP-NDMP, 2010. Guidelines for the Use of National Emergency Fund (2010)
- The Islamic Republic of Afghanistan Disaster Preparedness Law <Draft> (translated from Dari, available at www.andma.gov.af).

E. Structure of the Document

After this introductory part, the document describes the geographical, natural hazard and institutional context of the country (Part II). This provides the background for the next section on HFA implementation, Part III. An assessment of the implementation of HFA in the country is made through a review of recent and past activities, while identifying strengths and gaps. On the basis of the results of the consultations and assessment, the action plan components are then articulated in Part IV. Implementation issues are discussed in Part V. The document concludes with Part VI or Way Forward.

II. The Afghanistan Context

Afghanistan is among the least developed countries (LDCs) of the world and considered poorest in the Asia and Pacific region.[16] It also ranks at the bottom of the list of 135 countries in terms of human deprivation, characterized by short life, lack of basic education and lack of access to public and private resource measure by the UNDP's Human Poverty Index. Other data are shown in Box 1.

UN estimates the country's population at 28.15 million and an urban population of 22 per cent. However, based on the NRVA

Box 1: Afghanistan: At a Glance

- Population (2009): 28.15 million (UN est.)
- Urban population: 22%
- Around 20 distinct ethnic groups <"land of the allied tribes">
- Annual population growth rate (2007-2009): 2.0%
- Adult literacy rate (2000): 28.0%
- Land area: 652,000 sq km
- Forest area (2000): 2%
- Ecosystem areas (2003) :73% shrublands, savanna and grasslands
- Malaria is endemic

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[16] Asian Development Bank, 2009 Asian Development Bank, undated Afghanistan: Fact Sheet Afghanistan: Fact Sheet, Manila.

sampling procedure, the population size of Afghanistan is about 25 million. It has a very young age structure. The proportion under 15 years of age (49 per cent) is highest the world. The population is 74 per cent rural, 20 per cent urban and six per cent is classified as nomadic Kuchi.

According to ADB, the national gross domestic product (GDP) grew by 15.1 per cent from 2000 to 2009. NAPA estimates that up to 80% of the people rely on the country's natural resource base for their livelihoods however the share of agricultural output of the country's economy based on GDP declined to 31.6 per cent in 2008 from 57 per cent in 2000 (Figure 5). The service industry grew fast during the period.

Figure 5. Economic output of Afghanistan,
% of gross domestic product (GDP) at current market prices, FY 2000 and 2008.
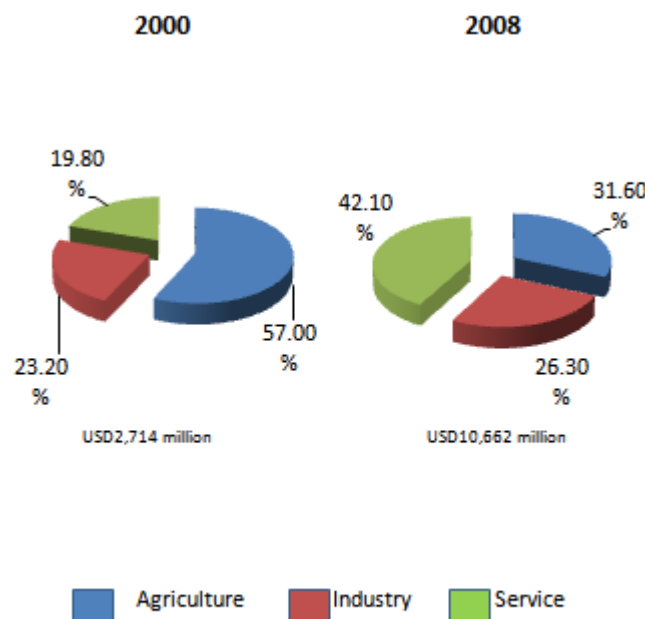
Source: Asian Development Bank, 2009 Key Indicators for Asia and the Pacific.
(http://www.adb.org/Documents/Books/Key_Indicators/2009/pdf/AFG.pdf)

Geographically, Afghanistan can be divided into three zones – the northern steppe, the southern desert plateau, and between them the massive spine of the Hindu Kush mountain range. The Indian and Asian tectonic plates collide in the Great Himalayan Range of which the Hindu Kush is the westernmost portion. Afghanistan is located on the Eurasian tectonic plate and is prone to earthquake as two fault lines – the Charman and Hari Run – pass through the country. The epicenter of most earthquakes have been in the Hindu Kush. Afghan villages, towns and cities are found in the valleys and mountainous areas in the northern and eastern parts which are vulnerable to earthquake, landslide, mudslide, avalanche and flood.

Five major river basins are found in the country, namely: Amu Darya, Northern, Harirud-Murghab, Helmand, and Kabul. Amu Darya alone accounts for about 57% water discharge while that of Kabul River (a tributary of Indus River) is 26%, thus leaving the remaining 17% to the rest. Amu Darya and Kabul rivers occupy only 29% of the total land area. Potable water is a major challenge to reducing health-related risks. RIverwaters of the Northern basin come from Baba Mountain or West Hindukush and disappears in an arid region. The annual flow from the Hilmand river is only 11% but the river basin covers 43% of the national territory.

Afghanistan is a landlocked country with an arid to semiarid climate. The climate is described as continental, with air temperatures ranging from 45 deg. C in summer to -20 deg. C in winter. One of the risks in spring is the occurrence of frost, which causes damage to agricultural production, especially fruits. The average annual rainfall is estimated at 250 mm; the wettest parts in the high altitude northeastern region receive as high as 1,200 mm while the driest parts in the southwest get only 60 mm annually. In the wider, it snows in the mountainous areas of the northeastern and central highlands. In the winter and spring months, mountain areas are very prone to floods. Afghanistan has approximately 3,000 glaciers, that are a major water resource and help regulate annual and long-term cycle of streamflow, according to the United States Geodetic Survey (USGS). The snowmelt from Hindu Kush is the source of more than 80% of the country's water. Accumulated snow melts in summer. However, studies reveal that future water in the Kabul Basin will be scarcer because of diminishing glaciers; this is exacerbated by the projected vulnerability of Central and West Asia to climate change.[17] The eastern provinces of Kunar and Laghman have rich forests fed by precipitation caused by the late Indian monsoon.

Over the last decades, forested areas in the provinces of Khost, Kunar, Nuristan, Paktia and Paktika large scale have declined due to large scale clearing of the forests. These areas have become subject to soil erosion and flooding. The country is facing "a serious environmental crisis" in terms of limited freshwater, soil degradation, overgrazing, deforestation, desertification, air and water pollution. Access to safe water and sanitation particularly in more densely populated urban centers are 58 percent and 21 per cent, respectively. All over the country, safe water access is 27 percent, the "worst provision of safe drinking water in the world" while that of sanitation is 5 per cent, making Afghanistan "second last in the UN list of estimates."[18]

The south is mostly desert (*dasht*) and water scarcity is a perennial problem. Estimates of land use in 2005 indicated that only 12.13% of the land is arable. In the northwest, long-term environmental and economic damage has result due to the cutting of once productive pistachio forests.

Local governance. It is often pointed out that Afghanistan's governance system has historically been "decentralized" with provinces and districts (or municipalities). Traditionally, a decision making body known as *shura* (in Dari) or *jirga* (in Pasto) exists at the village level. The village mullah and male elders would typically select a village Arbab (in Dari) or Malik (in Pashto) to make decisions (including those related to natural resource use and management), represent the village at provincial or national level. However, in the decades of occupation and conflict, local warlords took over the role of the council and imposed their own system in many communities.

The country is divided into 34 provinces. Kabul, the largest city, is the administrative capital. The other major cities are Herat, Kandahar, Mazar-e-Sharif and capitals of the provinces

A. The Hazardscape

Data related to human and economic losses from disasters that have occurred between 1980 and 2010 show that the most frequent hazard is flood, which is followed by earthquake and epidemic. Floods were causing the biggest economic damage. (See Figures 6 and 7)

- Earthquake were the deadliest. Two earthquakes in 1998 killed 4,700 and 2,373. More

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[17] Mack, T.J., Chornack, M.P., Coplen, T.B., Plummer L.N., Rezai, M.T., and Verstraeten, I.M., 2010, Availability of water in the Kabul Basin, Afghanistan: U.S. Geological Survey Fact Sheet 2010–3037, 4 p. (Also available at http://pubs.usgs.gov/fs/2010/3037/.)

[18] NRVA, 2007.

than a dozen earthquakes were recorded during the last century.

- In 2002, one of three earthquakes had a maximum magnitude 6.1 on the Richter scale with epicenter at Takhar, Nahrin District of Baghlan province. The earthquakes killed 1,800 people, leaving thousands homeless.
- Nonetheless, drought affects the most number of people. Droughts recorded in 2000, 2006 and 2008 affected 2.58 million, 1.9 million and 280,000 people, respectively.

Figure 6
Percentage of persons killed per disaster type, 1900-2010
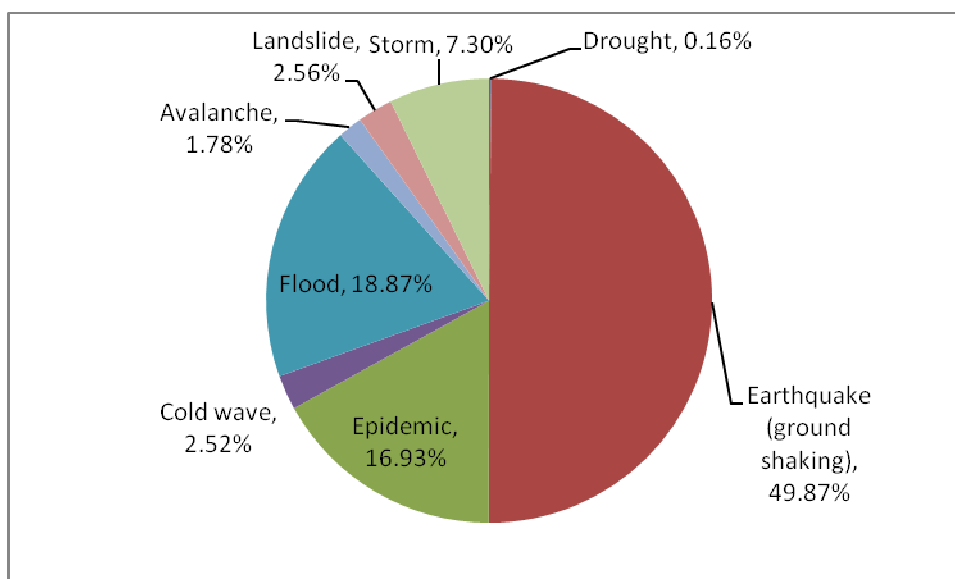
Source: EM-DAT. The OFDA/CRED International Disaster Database, Université catholique de Louvain, Brussels.

Figure 7
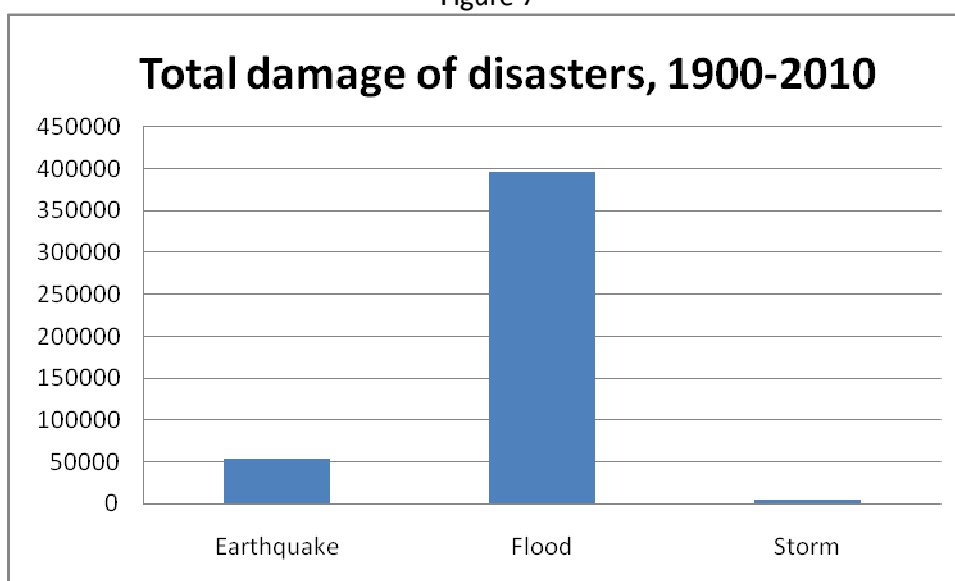
Source: EM-DAT. The OFDA/CRED International Disaster Database, Université catholique de Louvain, Brussels.

- Drought has occurred in 1963, 1966-7, 1970-1, 1998-2001. In terms of population affected, drought affects the most number of people (Figure 8). Extended drought for several years is believed to have started in 1969, reaching a critical state during 1997 - 2002. Five million families were affected and a million were estimated to have migrated to neighboring countries. The drought changed the hydrological regime in some parts such as Kabul City. Before 1980, the river was snow fed but due to the persistent drought, it has become rainfed.
- In 2002-2003, the impacts of prolonged drought was even exacerbated by series of natural hazard events such as the Baghlan earthquake, avalanches in northern Badakhshan province, and floods and landslides in the central provinces.

Figure 8 Affected population, 1900-2010.
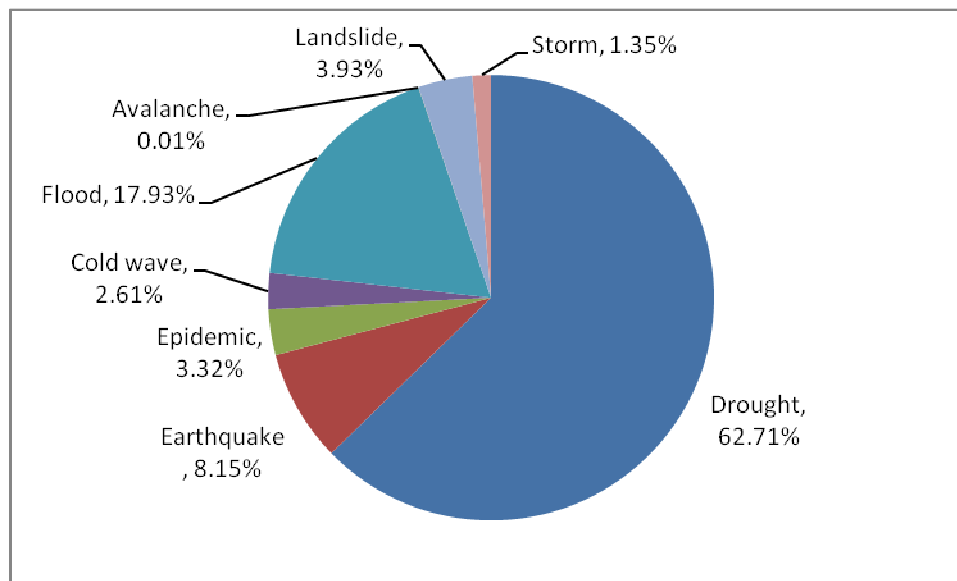
Source: EM-DAT. The OFDA/CRED International Disaster Database, Université catholique de Louvain, Brussels.

- A 1991 flashflood is recorded to have affected over 150,000 families.
- Flashfloods often occur from April till June, with excess water to feed irrigation systems. On the other hand, there is water deficiency for irrigation during August to October.
- Landslides in Afghanistan are caused by both natural and man-made causes. Man-made causes include uncontrolled deforestation, extraction of stone (for foundations, roads, building construction and irrigation canals), and disturbing the natural drainage thus upsetting the critical slope stability.
- Wildfire broke out in the forest of Sholake valley in Kunar province on 12 June 1999. Approximately 160 sq km of forests were destroyed.

Recent disaster-related reports include the:

(1) Flood and avalanches in the north/northeastern regions (Badakhstan province), southern region (Kandahar, Helmand and Uruzgan provinces), western region (Farah, Ghor, Herat), eastern region (Nangarhar) in February 2009
(2) Flash floods in almost 20 provinces in the Central Highlands, Western and Northeastern regions with eight of them severely affected especially in Baghlan province during the week of 11-18 May 2010 killed 120 people and damaged 10,000 houses.

(3) Flash floods occurred in different provinces during 2006-07 causing severe economic losses, property damage and human casualties.[19]

The series of extreme hydrological events over the recent years is enough cause for proactive climate change adaptation measures. During the last 110 years, Afghanistan's exposure to climate related disasters have been huge (Table 1).

Table 2. Top 10 disasters in Afghanistan, 1900-2010.

Disaster	Date	No. of total affected
Drought	May2000	2,580,000
Drought	Jul 2006	1,900,000
Mass movement wet	13 Jan 2006	300,000
Drought	Oc5 2008	280,000
Flood	Jul 1978	271,684
Flood	Jan 1972	250,000
Epidemic	Jan 2002	200,000
Storm	5 Jan 2008	170,684
Flood	Jun 1988	161,000
Earthquake (seismic activity)	30 May 1998	116,935

Source: "EM-DAT: The OFDA/CRED International Disaster Database
www.em-dat.net - Université Catholique de Louvain - Brussels - Belgium"

Not easily reflected in the above statistics are impacts from catastrophic release of meltwater from glaciers called glacier lake outburst floods (GLOF) or jökulhlaups. Thinning of glaciers in central Wakhan Pamir is resulting in melt water that gets temporarily stored in the glacial environment. This may pose a signigicant threat to outburst flooding and landslide generation.[20]

 Disaster statistics are partly dependent on the extent of reporting of hazard events. There could be unreported events in decades past. In any case, uncertainty of extreme events makes it even more urgent and befitting to enhance horizontal and vertical communication and coordination.

B. Institutional Context

Since the historic transition to a new government in Afghanistan in December 2001 marked by the signing of the 2001 Bonn Agreement (Agreement on Provisional Arrangements in Afghanistan Pending the Re-establishment of Permanent Government Institution), a number of transformations have occurred over the last nearly 10 years. The *loya jirga* (or "grand assembly") has been performing its role. The International Security Assistance Force (ISAF) has been established led by the National Atlantic Treaty Organization (NATO) since then. The *loya jirga* has adopted a new Constitution in January 2004.

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[19]Seddiqy, Mohammad Qasim, 2009 The Status of National Disaster Preparedness Plans in Afghanistan (February), pp. 19-20.
[20] Molina, B.F., 2009 Inventoryingand monitoring the recent behavior of Afghanistan;s glaciers, Gephysical Research Abstracts, Vol. 11, EGU2009-13939 (http://meetingorganizer.copernicus.org/EGU2009/EGU2009-13939.pdf).

The institutional arrangements among government agencies require finetuning in order to more effectively the development tasks at hand; often, it is a matter of ensuring that mandates are articulated, and roles and responsibilities are clarified. Drought in the country can also be traced to the poor management of water use due to inefficient institutions, weak staff capacities and unclear rules and regulations. The water sector is poorly coordinated owing to a centralized administrative set-up and overlapping mandates.[21]

Two pivotal elements in Afghanistan's current DRM picture are the infusion of positive contributions presented by the different stakeholders such as the NGOs, UN, and donors through the formation of the National DRR Platform, and the UNDP project called National Disaster Management Project. Both are on course for implementing strategic actions in line with the Hyogo Framework for Action. At the core of these is ANDMA, the national focal organization for disaster management. The origin of the agency can be traced to the creation of Department of Disaster Preparedness (DDP), a body which became independent based on Decree No. 244 of 2003 and placed under the office of the Second Vice-president in 2003 as proclaimed by President Karzai.

Disaster management in Afghanistan had over the past eight years been marked by the transfer of UN support from UNAMA to UNDP. During the time of DDP, UNAMA had the role of assisting the Government of Afghanistan in improving the management and coordination of disasters through programmes and activities that enhance the required capacities. The year 2003 was a watershed year in Afghanistan's disaster management. UNAMA facilitated inter-agency coordination when disasters occur then. It was in that year when the first National Disaster Management Plan (referred hereon as 2003 NDMP. (A new NDMP was submitted to the UNDP in October 2010.) In the 2003 NDMP, DDP's role was articulated in terms of emergency response, while the line ministries are responsible for the "post-disaster recovery and development phase." The first NDMP also assigned the role of "assisting the Government of Afghanistan in improving the management and coordination of disasters through the establishment and facilitation of multisector and multi-disciplinary programmes and activities for enhancing capacity at all levels" to UNAMA.

In mid-2004, UNAMA has withdrawn from its "disaster management role"as UNDP provides the support particularly to ANDMA at present. The MRRD was another agency responsible for disaster risk management systems during the time of DDP. It was MRRD that relayed information from its provincial offices on flood, earthquake, landslide, avalanche, sand movement, storm, locust infestation, epidemics, and other hazard events to DPD. Until early 2011, the responsibility of security in the provinces would be transferred from NATO to Afghan security forces (Army and Police) in accordance with the 2010 London International Conference on Afghanistan.

The institutional history of disaster management in the country is almost 40 years old since the first national disaster management organization's creation in 1972 based on a decree. Currently, ANDMA has 170 employees. A request to increase the staff to 329 has been made to the Civil Service Commission. Its budget of approximately US$1.5 million, is just sufficient to paying salaries. It has little budget for operations to supporting disaster management activities. Its coordination mechanisms for working with international agencies and NGOs are not well-established.

The major task of coordinating with the various key stakeholders is acknowledged as a crucial factor to make significant and long-lasting improvements in many aspects of the disaster management cycle. Conventionally, the DM cycle is thought to comprise of preparedness, mitigation, relief/response and rehabilitation. However, in practice, each stakeholder has roles to play in not just one but a combination, or all parts of the cycle. Lessons from the recent disasters such as the

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[21] Mahmoodi, Sultan Mahmood, 2008 Integrated Water Resources Management for Rural Development and Environmental Protection in Afghanistan, Jour. Developments in Sustainable Agriculture 3:9-19

Indian Ocean tsunami dictate that precautionary measures need to be (and can be) done in order to build more resilient communities and nations even during the so-called post-disaster stage. Thus, an organization mandated to render relief and response eventually undertakes activities in ways that prevent further making communities vulnerable.

Through the years, what has remained constant is the National Commission for Disaster Management, a body consisting of about 20 key ministries and headed by the President. ANDMA, like its predecessor, performs the role of secretariat for the NCDM.

The 2009 VFL validates the findings of previous attempts to pin down the problem in consultations and during the Platform launch. Perennial constraints that impede progress in DRR are mainly the persisting security situation, frequent natural disasters (like drought and flood) and lack of awareness about reducing disaster risks. It concluded that "the understanding of current status and how to achieve the benchmarks are not clear; thus, not leading to effective implementation at any level." In order to achieve the HFA goals and ANDS benchmarks, ANDMA's leadership and coordinating position was advocated, while enhancing the DRR and disaster response system.

The evaluation of the Community Disaster Risk Reduction Programme (CDRRP) eventually concluded that activities more in line with HFA and ANDS ought to be undertaken. Began in 2007, CDRRP was conceived to strengthen the capacity of key institutions involved in disaster management. The goal was "to reduce the level of community vulnerability to natural and human induced hazards down to manageable and humanitarian levels." Despite its claimed achievements, it failed to enhance the coordinative capacity of ANMDA, which most stakeholders in dialogues made in 2010 had identified as a major problem that Afghanistan had been facing. The UNDP project became known as National Disaster Management Project (NDMP).

UNDP National Disaster Management Project (UNDP/NDMP)

The UNDP National Disaster Management Project (UNDP/NDMP) had, since 2010 been the major project directly affecting disaster risk management project supported by the United Nations in Afghanistan. The NDMP project seeks to achieve the same goal as CDRRP through its two outputs: enhancing the national institutional capacity and building provincial disaster management capacity thereby reducing risks and improving response and recovery management at all levels.

UNDP Bureau of Crises Prevention and Recovery provides the funds to the NDMP. The project's achievements over the last three quarter, in accordance with the two outputs are later described in the section about HFA implementation. The project risks have been identified as follows:

(1) Security: Constrained to implement activities in highly insecure areas; therefore, project would explore possibilities working with international NGOs (IOs) working in the field of DRR at appropriate level.
(2) Technical/operational: Insufficient institutional capacity tends to lead to unsustainable results of undertaken activities; therefore; project shall bring ANDMA to the forefront to increase its ownerships of activities and results, and provide training activities and hardware support.
(3) Economic/financial/political: Unpredictable funding situation for long-term programme design and implementation; therefore, draft a five-year plan (referred to as "new project document" and explore funding both within and outside UNDP.

The International and Regional Context

A multiplicity of regional and international players have maintained resources (such as staff and offices) in Afghanistan while sharing various interests – peacebuilding, economic development, anti-narcotics movement, among others. At the regional level, Afghanistan is a member of the Economic Cooperation Organization (ECO), an inter-governmental body created by Iran, Pakistan and Turkey to promote sustainable economic development among member states. It is also a member of the South Asian Association for Regional Cooperation (SAARC) since 2006 at India's behest. Afghanistan has participated in training courses and workshop organized by the SAARC Disaster Management Center based in India. A SAARC Workshop on Drought Risk Management in South Asia was conducted in Kabul on 8-9 August 2010.

Afghanistan also participates in the Asian Ministerial Conference on Disaster Risk Reduction (AMCDRR) which provides a mechanism for inter-governmental coordination for the Asia-Pacific region that the UNISDR promotes. The output of the last AMCDRR held in Incheon, South Korea in 25-28 October 2010 consists of the Regional Roadmap and Action Plan on DRR through CCA in Asia and the Pacific (called Incheon REMAP). The roadmap's goals is to establish climate-resilient disaster risk management (DRM) systems that contribute to sustainable development at regional, national, sub-national and community levels In the Incheon Declaration on DRR in Asia and the Pacific, the 'triple win' for DRR, CCA and poverty reduction has been noted.

As a basic document to which the United Nations Country Team[22] deliberates on the content and agrees on the development directions of the country, the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) are strategic planning tools so that the UN system can better support national development efforts in the context of the MDGs. In order to deal with the threats to poverty alleviation caused by disasters, the Country Team needs to integrate DRR as part of the CCA/UNDAF.

The UNDAF 2010-2013 for Afghanistan has several favorable features to mitigate disasters. In addition to mitigating natural disasters, the current UNDAF attempts to mainstream environmental issues in the programmes under the UNDAF are done through promotion of sustainable use of natural resources, enhancement of preventive health measures, building peace and resolving conflicts. The second priority area of UNDAF 2010-2013 - Sustainable livelihoods: Agriculture, food security and income opportunities – is translated into three outcomes of which the Afghanistan SNAP contributes to "improved capacity to manage natural resources to support poverty reduction and dispute resolution, and to reduce vulnerability to natural disasters."[23] Figure 9 shows the relation of the curent UNDAF and ANDS with SNAP; SNAPS seeks a consistency of objectives and targets to integrate DRR into the development process. Sustainable livelihood is realized by enhancing the capacity of national and local institutions manage disaster risks, which is recognized as well in ANDS and articulated in this document through the seven priority programs and projects.

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[22] The Country Team is composed of the Deputy Special Representative of the Secretary--General and concurrent UN Resident Coordinator, UNAMA, FAO, UN-Habitat, ILO, UNEP, IOM, UNDP, OHCHR, IMF, UNCTAD, UNESCO, UNFPA, UNHCR, OCHA, UNICEF, UNIDO, IFAD, ADB, UNAIDS, UNODC, UNOPS, WFP, UNIFEM, World Bank and Mine Action Coordination Centre of Afghanistan (MACCA).

[23] The other two priority areas for UN support are: (1) governance, peace and stability, and (2) basic social services(health, water and sanitation)(United Nations, 2009   United Nations Development Framework in Support to the Afghanistan National Development Strategy 2010-2013, Kabul).
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Since 2009, the UN system set up comprehensive provincial packages based on the principle that UN agencies and their partners work together systematically and build on each other's expertise and capacity.[24] The work of the United Nations Country Team through the provincial package approach can potentially be enhanced by the National Platform in various aspects of disasters. The UNDAF, being the foundation for United Nations System programmes of cooperation aided by the CCA as the analytical and collaborative effort by development partners will benefit from lessons in disaster risk reduction.

International donors have been providing assistance to Afghanistan through national programmes. Created in 2003, the National Solidarity Programme (NSP), for example, is funded from sources such as World Bank/International Development Association (WB/IDA), Japan Social Development Fund (JSDF), the Afghanistan Reconstruction Trust Fund (ARTF), and bilateral funding. The ARTF itself has

Figure 9. Relating SNAP with the United Nations Development Assistance Framework (UNDAF) through the Afghanistan National Development Strategy (ANDS).
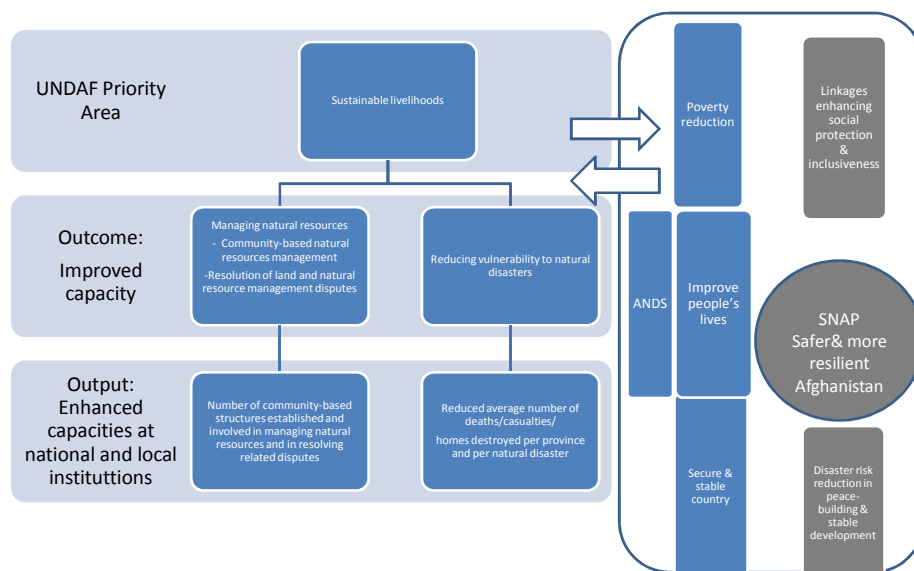
be sourced from Australia, Belgium, Canada, Denmark, European Commission, Finland, Germany, Norway, Spain, Sweden, United Kingdom and the US). The programme budget from the beginning until the end of Phase II in mid-2011 is an estimated USD1.114 billion. The programme focuses on rural development in its various aspects such as water and sanitation, transport, irrigation, power, education, and livelihoods. The community-driven development approach is used in the NSP to improve representative local leadership as the basis for interaction between communities, agencies, and government on service delivery

The Asian Development Bank (ADB) had provided assistance to Afghanistan in the area of institutional strengthening in DRR. In its Country Programme 2009-2013, which was adopted after ANDS, ADB assistance would focus on energy, transport and communications, agriculture and natural resources and governance. Having implications on DRR, it should be mentioned that ADB's

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[24] United Nations Country Team, 2010 United Nations Development Framework in Support to the Afghanistan National Development Strategy 2010-2013, Kabul, p. 8.

focus had been continuing support for irrigation and water resource management while providing human and institutional capacity development to support improved sector policy and planning.

The UNESCAP is providing advisory services to the ANDMA as well as the establishment of the National Platform and the SNAP. The European Commission explicitly recognizes the need for developing the capacity to develop contingency plans at the district and provincial level, in the context of taking into account environmental factors in the development of local plans.

The presence of several bilateral aid agencies is evident in the numerous development projects all over the country. In the conduct of humanitarian and development work, security has often been mentioned as a constraint. Military units of some countries under the ISAF help in the reconstruction outside Kabul by empowering local governments to govern their constituents more effectively. This is done through the Provincial Reconstruction Teams (PRTs) that support reconstruction and development, securing areas in which reconstruction work is conducted by national and international actors.

In unstable provinces of Afghanistan, reconstruction work and delivery of aid assistance is done through the provincial reconstruction team (PRT). The PRT has been described as a "militarized option" since a PRT consists of military officers, diplomats, and reconstruction subject matter experts. The ANDMA shares planned activities, say for preparing food allocation in winter, in close association with the PRT and NGOs working with the communities, the provincial line departments and the UN.

ISAF also supports the growth and capacity of the Afghanistan National Security Force (ANSF), which is among the first responders in an emergency as well as the ANSF, the Afghanistan Police Programme which participated in by United States, Germany, Italy, Britain and Japan, among others. To expand the number of police force of the Afghan National Police (ANP) from the 90,000 level to 300,000 and improve police stations, external assistance will be there for a while. A list of DRR stakeholders in Afghanistan will not be complete without the inclusion of the ANSF and the ANP.

In the next part, the country's progress per HFA Priority for Action is reviewed.

III. Status of Implementation: HFA Priorities for Action

A. HFA-1 Governance

The five-year ANDS aimed at reducing poverty includes disaster management within the Social Protection Sector. The target set is "an effective system for disaster preparedness and response will be in place" by 2010. (Disaster-related actions are also found under Good Governance, and Economic and Social Development.) Achieving this takes more time and the SNAP provides a great opportunity to move the agenda for an effective system further. Institutional capacity to deal with disaster impacts is building up slowly after years of conflict and neglect. However, through the efforts of the donor community, and NGOs working with the Afghan government and communities, some sizeable gains have been made in terms of reconstructing infrastructure, providing social services, building flood mitigation structures, carrying out environmental conservation projects, and others. However, long-term capacity development lags behind. Two key institutions – the ANDMA and the National DRR Platform – are potential players that need to gain confidence in working with partners, to access resources, and to monitor progress in DRR. ANDMA as described earlier is the focal point for disaster management and has a coordinative role during emergency operations.

An indicator of governance – ensuring that DRR is a national priority – is the existence of a multistakeholder platform. Established formally on 28 February 2010, the Afghanistan National DRR Platform aims to promote better coordination and collaboration to achieve the goal of "Safer and More Resilient Afghanistan." The launching event advanced the multistakeholder consultative dialogue process with over 200 participants discussing key priority issues. The National DRR Platform issued a Declaration which states the Platform objectives:

- We serve and establish as a coordination mechanism of network to enhance multi-stakeholder collaboration and coordination for the sustainability of Disaster Risk Reduction (DRR) activities through a consultative and participatory process in line with the implementation of the HFA;
- We foster an enabling environment for achieving ANDS benchmarks and objectives for Disaster Management according to HFA goals and developing a culture of prevention, through advocacy of and awareness-raising on DRR and the necessity and importance of integrating DRR into development policies, planning and programmes;
- We facilitate the integration of DRR into national policies, planning and programmes in various development sectors as well as into internatiofnal or bilateral development aid policies and programmes.

Since the formation of the National DRR Platform, the individual membership now stands at 160 representing 60 organizations – local, international, government and non-governmental. The first undertaking of the Platform is SNAP.

Other relevant policies in which DRR is already integrated because of their very nature include:

- Water Sector Policy (or the Strategic Policy Framework for the Water Sector approved in November 2006) and Water Resources Sub-sector, which adopts the Integrated Water Resource Management or river basin approach
- Environmental Policy embodied in the Environment Law, which was approved by Parliament in December 2006[25]

Current arrangements are such that when a disaster happens, the President may declare an emergency situation thus commencing the response phase. ANDMA through its Emergency Operation Center (EOC) coordinates the response activities. On declaration of emergency, the Second Vice President convenes the NCDM "to activate contingency plans for each Ministry, determine local aid requirements and mobilize resources from the nearest available source while deciding the situation requires an international appeal for assistance,"[26] in accordance with the 2003 NDMP. The Law on Disaster Response, Management and Preparedness provides the legal framework for dealing with disasters in Afghanistan. Article 5 of this law lists the activities that need to be carried out for any emergency or disaster:

(1) Prevention of disaster
(2) Assessment and mitigation of the causes of disasters
(3) Rescue of people, response during a disaster
(4) Reconstruction and people's return to normal life
(5) Conduct of community awareness programmes and training personnel to be prepared to cope with disasters.

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[25] Both Water Sector policy and Environmental Policy are approved as national policy by the Supreme Council for Water Affairs Management (SCWAM).
[26] Ramsey, Amber, 2010 Afghanistan: Disaster Management and Emergency Preparedness, Civil-Military Fusion Centre (August 10).

As early as 2003, the UNEP environmental post-conflict assessment recommended that the national focal organization needs "urgent assistance to increase the country's state of preparedness and capacity to management environmental disasters and emergencies. Plans must address specifically the need to engage in prevention, early warning and mitigation measures." In the same year, the United Nations Assistance Mission in Afghanistan (UNAMA) commissioned SEEDS, an India-based organization in the area of disaster management, to prepare the National Disaster Management Plan for the DDP. The plan was a part of UNAMA's Quick Impact Projects (QIP). A QIP implies that the plan needs to be "followed up with elaborate and long-term interventions as the country's capacity grows." The NDMP was initially implemented through UNAMA AETF-4015 Project: National Disaster Management Plan Dissemination for Community-Based Disaster Management. At that time, provincial disaster preparedness plans were prepared in eleven provinces, namely Kunduz, Balkh, Bamyan, Heart, Paktya, Kapisa, Nangarhar, Kunar, Nuristan, Laghman, and Kandahar. "Guidelines for Preparing Disaster Management Plan" which was prepared by SEEDS were used to prepare these plans.

The 2010 draft NDMP is attuned to the ANDS and the law described earlier (particularly, Article 5). Among its features are:
   (1) It has two major components which essentially provide guideposts:
      (a) the National Disaster Risk Reduction Plan (NDRRP)– aimed at preventing and mitigating disasters
      (b) The National Disaster Response Recovery Plan (NDRRRP) – aimed at efficiently responding to emergency situation arising out of natural disasters in the country.
   (2) It reorganizes and simplifies procedures aimed at improving disaster management systems in the country.
   (3) It mentions a National Disaster Management Programme
   (4) It identified nodal ministries to the key sectors[27] under the Cluster System, a mechanism to strengthen humanitarian response and risk reduction.

Community participation and decentralization. The community-driven development (CDD) approach as employed by the Ministry of Rural Reconstruction and Development (MRRD) promotes community participation. Through the MRRD's Social Protection Department (especially its Emergency Response Unit), government teams are mobilized to help and support victims of natural disasters such as evacuation and provision of basic needs. However, the MRRD's scope in terms of geographical presence and development work is huge through its programmes. Its programmes, such as the National Solidarity Programme (NSP) and National Area-Based Development Programme (NADBP) contribute to poverty alleviation and potentially reduce vulnerability in rural communities. In the NSP, described as the "primary vehicle used to build social capital by promoting good local governance," community development council and residents take control of their activities with support for livelihood, social welfare, flood protection, as well as infrastructure from government.

Other line ministries such as the Department of Health have provincial offices or departments and become part of the disaster management council, if formed. Through sub-national offices, services are brought closer to people. In some situations however, non-government organizations take either a major or supportive role, particularly in the aspect of DRR. Of the 14 entities in the Database on DRR Activities maintained by the National DRR Platform, 11 are by local and international NGOs that basically work at the grassroots level. Penetration by the PDMAs into all districts is still underway.

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[27] The key sectors and their respective nodal ministries are: Shelter (MRRD and IDLG); Education (MoEd); Health (MOPH); Water and Sanitation (MIE and Public Works Department); Nutrition (MOPH and MRRD); Agriculture and Livestock (MAL); Disaster Risk Reduction (MRRD Social Protection Directorate and MUD).

Where the level of ANDMA activity is low or none at all exists, NGOs undertake projects and activities that practically cover all HFA priorities for action. The strengths of many NGOs lie not only in their good relations with community members and leaders but also strong partnership with government agencies. NGO staff are trained in participatory methodologies and techniques that are consistent with the CDD. Community-based disaster risk management and capacity development are well-understood and practiced concepts among many NGOs. Some of the activities are mentioned in the succeeding sections on the rest of the four HFA priorities for action.

Twenty-six (26) participants from ANDMA, Kabul University, international non-governmental organizations (INGOs) and local non-governmental organizations (NGOs) participated in the national training Programme on community-based disaster risk management (CBDRM) from August 31 to September 7, 2010 in Kabul.

B. HFA-2 Risk Assessment and Early Warning

The avalanche and flooding events of 2010 stimulated discussion over the improvement of weather forecasts so that heavy snowfall, one potential trigger of an avalanche, can be predicted. As pointed out in Ramsey (2010), early warning could alert the Afghan government to prepare adequately for potential disasters, including closing the roads until conditions improved, assembling tools and equipment to detect and save trapped passengers, or preparing search and rescue teams.15 [28]

The Afghanistan Meteorological Authority (AMA), after years of neglect during the Taliban rule, has been rebuilding its capacity slowly. The weather database has been restored with the help of the World Meteorological Organization since 2003 and a few stations nationwide have been set up with French government funding, but staff and equipment are still far below the requirements. It is also receiving support from the United States Aid for International Development (USAID) in the form of training and technical collaboration through the Agro-Meteorology (Agromet) Programme of the United States Geological Service (USGS).

The Agromet Programme assists in establishing a nationwide network of meteorological data-collecting stations and creating a database for the analysis of hydro-meteorological and agricultural information. The over 100 stations can significantly reduce climate-related risks to water supply, power, irrigation, food security, drainage and slope stability as well as validate satellite data. With appropriate use of scientific and technological resources, dissemination of information, and coordination among government and communities, a national monitoring and early warning system for floods and drought should be properly operating.

Some 1,300 earthquakes are recorded in existing historical data available from 734 to the present. Still considered as a sparse source of information by scientists, records are circumstantial and occasionally misleading. Among information sources are newspapers which became available mainly in the Kabul area from the first quarter of the 20th century. Better reporting about hazard occurrences may have contributed to the increase in disaster statistics. Nevertheless, the nature and impact of recent hazard events should be a matter of concern.

Hazard mapping done in 2003 based on a qualitative rating of all provinces in terms of hazard occurrence. Information was collected from local governments based on knowledge of historic hazard events.

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[28] The well-equipped ISAF may be requested to support evacuation efforts and therefore safe lives.

Flood zoning maps were produced by the Afghan Information Management System (AIMS) in 2005.[29] AIMS is mandated to building information management capacity in the Afghan government. It works with government ministries and has regional offices in five cities with the main in Kabul. In 2004, a pilot project for Kabul and Kunduz Province to building capacity in information management for disasters in the DDP while modeling the information needs of DDP, ministries of Rehabilitation and Rural Development, Planning, Health, Agriculture, Irrigation, Communications and Refugees had been discussed. It had been envisioned to make data that can be shared with government ministries and other organizations. In its 2006 annual project report, AIMS reported that 11 government staff from MRRD were trained as disaster surveyors; the disaster management information system (DMIS) built, installed and requisite technical capacity built in MRRD and DDP. (How the DMIS is currently being maintained and operated in ANMDA needs a deeper review especially in the context of recent disaster experiences.) AIMS also developed a static website in English for the DDP, which was subsequently changed to ANDMA in 2008. In the same year, AIMS was commissioned under the CDRRP to upgrade the ANDMA website to a dynamic format in three versions – Pashto, Dari and English.

In the area of software engineering, AIMS also set up the Disaster Vulnerability Profile (DVP) database with data from district to village level. (It is worthy to note that AIMS Northern Region and Kabul technical teams had been updating the DVP web-based system to satisfy users' needs during the first quarter of 2009.) Data were compiled and maps generated; the system facilitates reporting on how Programmes, projects and activities could support disaster-affected populations to the UN, donors and NGOs. NGOs have also been getting mapping services from AIMS for specific needs in the areas where they work.

Under the Social Protection Sector of ANDS, improving the social support system in the form of a referral system by mapping the activities of NGOs in the sector and by developing standards for their involvement in the implementation of social support projects is "under planning."

Organizations working with communities like the Afghanistan Red Crescent Society (ARCS) assist volunteer villagers learn about hazard assessment and mapping that are used as input to preparedness plans. In the context of CBDRM, Helvetas aims to have participatory assessment of risk, vulnerability and capacity conducted by 40 community development committees (CDCs) in the provinces of Bamyan, Baghlan, and Samangan between 2009 and 2011. Localized early warning systems have been developed in conjunction with community disaster awareness and preparedness training in 50 villages of Badakshan and Baghlan provinces during 2009-2010.

On the request of ANDMA, UNDP/NDMP designed and organized a national level training on Disaster Risk Assessment at the end of July 2010 in Kabul. The training was provided to those participants who will lead the national risk assessment exercise practically. In addition, training participants will revise the training materials to adopt it to local context, translate it into local languages and roll-out similar training activities in the country.

C. HFA-3 Knowledge Management

Several NGOs are cooperating with communities, ANDMA , and other government authorities in the field of disaster management. A Disaster Risk Reduction database, currently maintained by the National Platform records 15 agencies/organizations and their activities. (see FIgure 10 for map of activities.)

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[29] Afghanistan Information Management Service (AIMS). 2005. Flood zoning at national level.

FIgure 10. Map showing areas of DRR activity by Platform members as reported in the DRR Database.
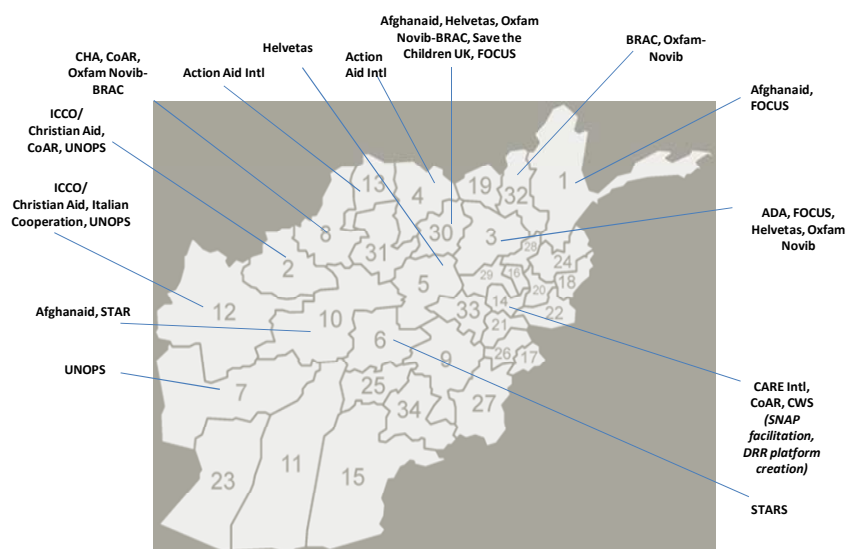
Note: The provinces are: 1 – Badakshan; 2 – Badghis; 3 – Baghlan; 4 - Balkh; 5 – Bamyan; 6 – Daykundi; 7 – Farah; 8 – Faryab; 9 – Ghazni; 10 – Ghor; 11 – Helmand; 12 – Heart; 13 – Jowzjan; 14 – Kabul; 15 – Kandahar; 16 – Kapisa; 17 – Khost; 18 – Nurestan; 19 – Kunduz; 20 – Laghman; 21 – Logar; 22 – Nangarhar; 23 – Nimruz; 24 – Konar; 25 – Oruzgan; 26 – Paktia; 27 – Paktika; 28 – Panjshir; 29 – Parvan; 30 – Samangan; 31 – Sare Pol; 32 – Takhar; 33 – Wardak and 34 – Zabol.

An undated ANDMA publication (ca. 2007-2008) in English and Dari entitled "Special magazine on the occasion of celebration of International DRR day" highlights the work of 15 international and national organizations, namely: Action Aid, Coordination of Afghan Relief (CoAR), Concern Worldwide, CWS P/A, Focus Humanitarian Assistance-Afghanistan, Theatre for Public Awareness, Afghan Red Crescent Society (ARCS), the International Federation of Red Cross and Red Crescent Societies (IFRC), Oxfam Novib, Save the Children, Skills Training and Rehabilitation Society (STARS), and Mine Action Centre for Afghanistan (MACA), International Organization for Migration (IOM), Office , for the Coordination of Humanitarian Assistance (OCHA), and UNDP.

The UN has existing mechanisms called Provincial Mapping of UN Activities (PMUNA) and Afghan Info (with the Central Statistics Office) which are fed into the ANDS Information Management/ Monitoring and Evaluation system. These also help monitor progress in the implementation of the UNDAF and integrate lessons learned.

Using people-friendly and accessible media to communicate messages (Public information) had always been a key strategy in public education in many parts of the world. Tearfund, in cooperation with the British Broadcasting Corporation (BBC) World Service, implemented a one-year project in 2006 to integrate DRR messages into the story lines of the very successful BBC educational radio programme called "New Home, New Life" (NHNL). At that time, between 60 to 68 per cent of those who have radio sets in Afghanistan listened to the radio drama which was broadcast five times a

week.[30] According to a 2002 estimate, radio reaches 60 per cent of Afghan households.[31] A typical real-life community story was used for the programme and accompanied by features and publications - all in two Afghan languages, Dari and Pashtu. Such a project could be replicated through state-funded radio programmes as part of risk-sensitive community-driven development. A similar approach could be employed also for TV programmes.

The learning process is not limited to homegrown solutions. Deriving lessons from the experience of other countries and adapting them in Afghanistan are important.

- Risk Management Strategic Approach: The NGO FOCUS NGO used the approach in hundreds of communities in Tajikistan to foster disaster resilient-communities through a community and knowledge-based hazard, vulnerability and capacity risk assessment (HVCRA) methodology. Having the knowhow, FOCUS Teams in Tajikistan have worked with FOCUS Afghanistan to transfer the knowledge and experience gained in Tajikistan. With this approach, communities, scientists and disaster managers could clearly understand the risks that communities face, the levels of those risks, and ways to mitigate the risks to acceptable levels.[32]

- National Disaster Risk Reduction Platform. Other countries established comprehensive multi-stakeholder and multi-sectoral national coordinating mechanisms or national platforms to protect the country and its citizens from the impact of natural hazards. The good practices show: how to engage in international exchange for mutual learning and improvement of national Disaster Risk Management (DRM) systems (China); how to successfully decentralize DRR moving from national to local coordinating mechanisms (Colombia); how to mobilize funds for DRR (Costa Rica), how to serve as the national knowledge hub and organize international events for DRR (Germany); how to establish and implement comprehensive national action plans for DRM (Iran and Sri Lanka); how to successfully use National Platforms to prepare for hazardous events through contingency planning (Madagascar); how to integrate DRR in national development plans (Nigeria); and, how to ensure multi-stakeholder coordination and sustained commitment over a longer period of time (Switzerland).[33]

Dialogues in the form of forums and workshop help in distilling lessons and provides valuable occasion for participating stakeholders to provide recommendations. In the field of humanitarian response capacity, a workshop held on 12 July 2010 as an integral part of "The NGO and the Humanitarian Project" focusing on the northern provinces (Balkh, Jowzan, Samangan, Sari Pul and Faryab).

Higher Education. In 2008, disaster management was introduced as a subject at the Faculty of Geo-sciences at the Kabul University. Through the UNDP NDMP, the curriculum is being reviewed and an academic degree or diploma programme is being discussed. Capacity development support to Kabul University is provided through the curriculum revision at the Department of Environmental Protection and Disaster Management, and provision of equipment such as computers, photocopy machines, projectors, furniture and books both text and reference worth USD30,000. Also, Kabul University faculty members went on study tour to Indian Universities that run a similar programme.

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[30] Radio is the most popular broadcast medium in Afghanistan, a country where the literacy rate is 31.5 per cent. Radio ownership is about 75 per 1,000 while television ownership is 3.7 per 1,000. (Available at http://www.pressreference.com/A-Be/Afghanistan.html).

[31] ADB, 2002 Afghanistan: Comprehensive Needs Assessment in Education, Appendix 3, p. 3.

[32] FOCUS USA, 2008 In United Nations, Linking Disaster Risk Reduction and Poverty Reduction: Good Practices and Lessons Learned, Geneva, p. 75.

[33] UN, 2008 Towards National Resilience: Good Practices of National Platforms for Disaster Risk Reduction, Geneva.

School Safety programme. The School Safety programme was implemented by UNDP in ten schools in Kabul in 2007-2009. Some 33,000 teachers and students were trained in firefighting, first aid, search and rescue, etc. Life saving equipment (such as stretchers, shovels, ropes, first aid kits, loudspeakers, etc.) were provided to the schools. Based on the this experience, the project team had contacted the Ministry of Education for a scale-up of the programme to other schools in and outside Kabul. Teachers and school children are also among the beneficiaries of NGO activities. Save the Children has three pilot communities in Hazrati Sultan district, Samangan province while and Action Aid International did awareness raising workshops in the provinces of Balk and Jawzjan in 2009-2010.

Art contests with DRR themes among schools and universities are also being held in 2010. The potential use of media such as radio, television, print, and the internet in public information and education can be further exploited to raise public awareness on DRR in Afghanistan.

D. HFA-4 Vulnerability Reduction

Addressing vulnerabilities or the factors that contribute to risk provide the important link to the context of transitioning from relief to rehabilitation to development. The UNDAF, ANDS and HFA are consistent on this point. As Afghan society rebuilds, reducing vulnerabilities - social, economic, environmental and physical – are intertwined with day to day concerns as well as long-term development planning and implementation. Relevant actions to improve the management of natural resources and hazards in a manner that reduces poverty, resolves disputes and mitigates people's vulnerability to natural disasters are currently being undertaken by the United Nations Country Team, international donors and NGOs.

The work of the NGOs, MRRD (in its National Solidarity programme among others) and some other agencies that have components for empowering community essential help achieve social and economic resilience (to counter social and economic vulnerability). DRR activities related to economic livelihoods, and gender balance are for example, are equally relevant to DRR. For example the construction of gabion boxes and sandbags for bank protection as cash-for-work provides livelihood while disaster prevention or mitigation is also accomplished. Women have been involved in such flood mitigation measures. In the NRVA survey, household shocks included natural disasters, agricultural problems, poor water supply and insecurity. However, the flow of refugees and internally displaced persons (IDPs) drew the most significant reaction from residents, with more than 60 per cent of all households pointing it out.[34]

The 2009 VFL survey where local government, CSOs and community representatives responded, CSOs gave consistently higher rating to the HFA indicators compared with the two other groups. Disaggregated by stakeholder group, CSOs rated HFA-4 or vulnerability reduction highest leading to a conclusion that as grassroots actors, CSOs feel that DRR was being linked with various community interventions. The lower rating by local government also indicates then some more work can be done.

Environmental vulnerability is manifested in deforestation, overgrazing, poor slope stability, etc. Protection and mitigation measures, appropriate legal instruments as well as community-based resource management are undertaken by communities through the *shura* and/or district council

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[34] NRVA, 2008, Chapter 11. It is hypothesized that influx of refugees and IDPs leads to problems related to land and housing disputes.

together with government agencies such as NEPA and UN/international agencies such as UNEP. The engagement of the latter is long term; while the learning by doing approach takes time, efforts using the approach can have deep value-changing significance to people. (In the climate change language, these actions increase the community's adaptive capacity and are referred to as adaptation.)

To link adaptation to DRR, stakeholders would address existing vulnerabilities to current climate events. To illustrate, extreme cold weather and shift of seasons made mountain communities in Tajikistan more and more vulnerable in terms of food security, apart from the loss of crops and loss of livelihoods. A post-harvest management strategy to increase local knowledge of crop processing and preservation techniques was taught to three communities through a CARE project. This included training on natural refrigeration in outside dug holes. This made off-season fruits and vegetables available from kitchen gardens in rural communities. While household needs were being met during the winter months and in early spring, dried and canned products were transported to the nearest market providing income for the families.[35]

It has also been noted that Afghanistan, as a least developed country completed its National Adaptation Programme of Action (NAPA) and submitted it subsequently to the United Nations Framework for Climate Change Convention (UNFCCC) secretariat. . It was completed in 2008 through a process that incorporated community-level input. NAPA focuses on enhancing adaptive capacity to climate variability. It is produced through a process that incorporates community-level input. It provides a process to identify activities that respond to urgent and immediate needs with regard to adaptation to climate change. Afghanistan is now eligible to apply for funding for implementation of the NAPA under the Least Developed Countries (LDC) Fund, which is managed by the Global Environment Facility. None of the projects have been funded to date according to an official of National Environmental Protection Agency (NEPA), the home of the NAPA. DRR for climate change adaptation signals a convergence that need to be vigourously pursued and sustained through institutional and financial arrangements so the outcome of the UNDAF priority area of sustained livelihoods is attained.

 In 2003, the UNEP conducted an extensive post-conflict environmental assessment22[36] that covered pollution 'hotspots' in the urban environment, surface and ground water resources, deforestation, waste and sanitation, air quality, desertification and the state of some protected areas. There had been a strong awareness that disaster rehabilitation must include environmental aspects and they must be an integral part of a disaster risk reduction strategy.[37]

A proper national building code has not been established. Kabul municipality has building rules but are hardly implemented (presumably, building inspection is not the norm) nor revised despite knowledge from previous earthquakes. In 2003, the United Nations Centre for Regional Development did a joint study with the Ministry of Housing and Urban Development (MHUD) to prepare guidelines for earthquake resistant design, construction and retrofitting of buildings in Afghanistan. The guidelines were published in English and Dari. These guidelines, in principle, can help engineers select the proper material and building construction technology for earthquake-resistant buildings in the region, as well as repair and retrofit earthquake-damaged buildings. The MUDH started research on codes towards the formulation of an appropriate building code for Afghanistan. According to one source, since public building design and construction went to hands of

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[35] From the Local Coping Strategies Database of the United Nations Framework Convention on Climate Change (UNFCCC) (Avaialbel at http://maindb.unfccc.int/public/adaptation/adaptation_casestudy.pl?id_project=178).
[36]UNEP, 2003 Afghanistan Post Conflict Environmental Assessment.
[37] Caas, F., Y. Hagiwara and D. Jansen, 2005 Afghanistan on the brink of disaster, Energy & Poverty Times (Vol 3).

the private sector engineering and structural safety controls have become more difficult to implement compared with the time when a government entity provided the service.

Housing of the urban poor and IDPs are often made of inferior materials. This is a concern for earthquake safety. Location of structures, houses and buildings in areas exposed to different hazards are not yet given adequate attention. This also shows the importance of risk assessment (HFA-2).

E. HFA-5 Disaster Preparedness

At the request of the Government of Afghanistan and the Deputy Special Representative of Secretary General Resident Coordinator for Afghanistan, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) fielded a United Nations Disaster Assessment and Coordination (UNDAC) mission to Afghanistan from 16-30 July 2006. [38] The UNDAC team carried out an assessment of the national capacity to respond to large-scale disasters. The assessment resulted in 73 recommended actions in all classified in terms of timelines -- 29, immediate (less than 3 months); 7, short (1 year), 6, short/medium (up to 3 years), 12, medium (1-3 years); 6, medium/long (up to 5 years). There were ten on-going activities which merited to be continued. <Note: long (3-5 years)> While the recommendations are sound, the number is unwieldy. Some actions are better combined or taken separately. Very little if none is mentioned about this report and its recommendations despite the extensive interviews made in terms of geographical coverage and substance.

Previous to the UNDAC mission, an assessment of institutional and skills needs, and database information management system was done as part of a project on Preparedness and Management Capacity Building funded by the Asian Development Bank (ADB). It can be said though the current UNDP-NDMP has captured the basic actions needed to give disaster preparedness and DRR in Afghanistan a push.

Provincial capacities. The capacities for dealing with disasters in the provinces are of varying levels of competency. While some provincial officer considers the government coordination as a strength others feel coordination is still weak. The same is true with adequacy of stockpiles. A large number of respondents perceive the PDMC, PDMP and winterization plan (WP) as assets (FIgure 11). Regular meetings, training/workshops and participation by communities are also acknowledged.

FIgure 11. Strengths of provincial offices with respect to DRR.

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[38]United Nations Office for the Coordination of Humanitarian Affairs. UNDAC Mission Disaster Response Preparedness in the Islamic Republic of Afghanistan, 16-30 July 2006.
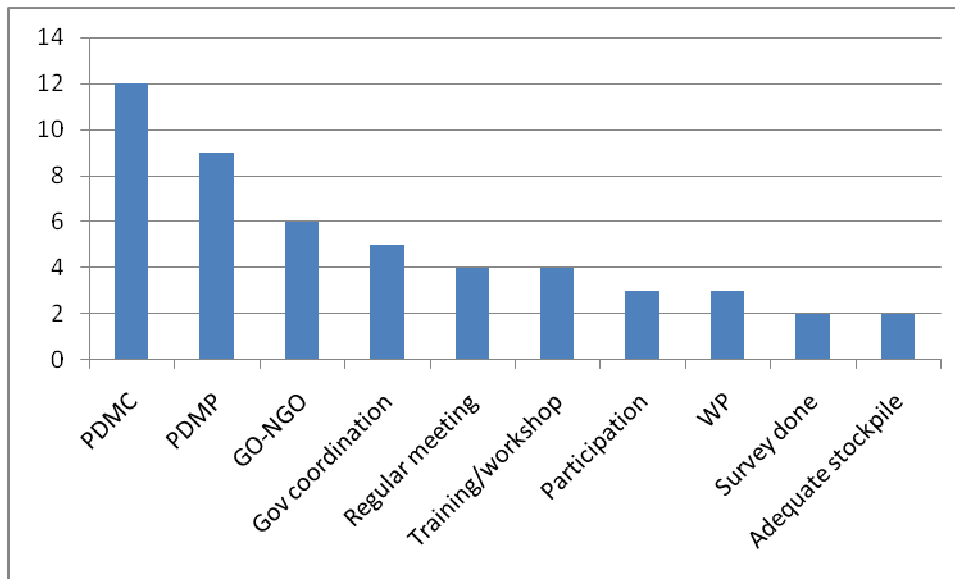
Note: Based on workshop results, 22 November 2010, Kabul.

FIgure 12. Weaknesses of provincial offices with respect to disaster risk reduction.
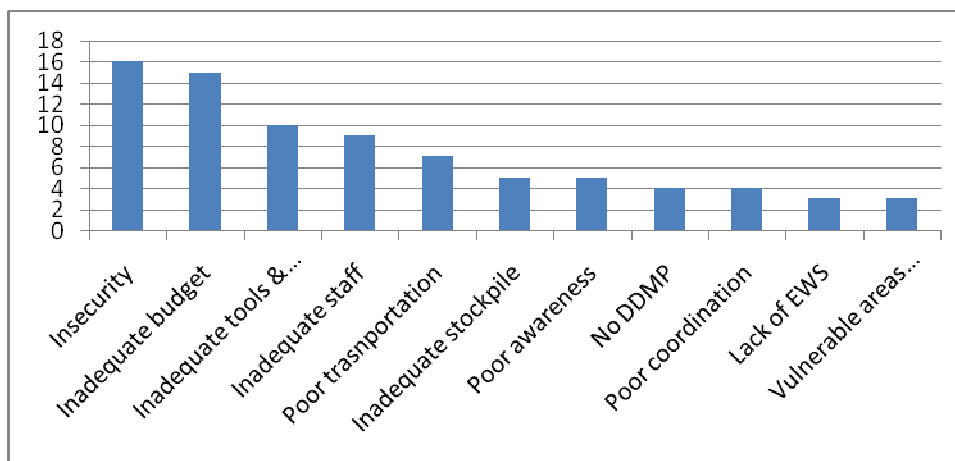
Note: Based on workshop results, 22 November 2010, Kabul.

On the other hand, inadequate budget, staff, transportation, tools and equipment can overwhelm local-level disaster preparedness (FIgure 12). The district-level disaster management plan (DDMP) has also been identified among gaps, together with lack of early warning system (EWS) and lack of knowledge about vulnerable areas. The above confirms the situation faced by local level disaster-related professionals and managers.

This provides further a boost to activities of the UNDP-NDMP which has a component to establish emergency response teams, and to strengthen the national and provincial emergency operation centers with more equipment. Achievements under UNDP/NDMP Output 2 – referring to capacity building in the PDMC – are as listed below:

- Provincial Disaster Management Plans developed in 28 provinces
- 1,575 members of the Provincial Disaster Management Committee (PDMC) trained (about 35 members in each province-to develop and implement PDMP in 17 provinces)
- Officials from ANDMA provincial offices in recently disaster-affected areas trained to assess the losses, damages, and needs

- 34 sets of Codan base stations and fax machines provided to 34 provincial ANDMA offices.
- ANDMA officials trained on the installation, use and maintenance of Codan communication system.

Since 2005, Guidelines for Preparing Disaster Management Plan for Ministries[39] have been available. These are operational plans rather than intended for mainstreaming although a section on Prevention and Mitigation Planning is included. The said section however deals with how is the Ministry can protect its infrastructure, prepare for disaster in terms of staff and equipment readiness, information/ education/ and communication (IEC) materials for awareness raising, training and capacity building within the Ministry.

The current National Emergency Operation Center (NEOC) is being upgraded to be a more effective central command and control facility. Two ANDMA NEOC officials went on a study tour of Indian emergency operation centers during the first quarter of 2010. With a better understanding of EOC requirements for successful operation, NEOC has been procuring equipment through the UNDP.

Since Afghanistan is a large country, provincial EOCs could be set up based on priorities selected using sound criteria. Apart from office equipment, communications devices and vehicles, the staff requirement would need special attention. These are expected to enable ANDMA provincial offices to collect, compile and disseminate timely disaster related information, situation reports, as well as damage and needs assessments thus enhancing coordination mechanisms both at national and provincial levels, and with donors and the relevant line ministries for procurement of resources.

In relation to humanitarian response coupled with risk reduction, the cluster approach of the Inter-Agency Standing Committee (IASC) seeks to strengthen accountability through predictable leadership and strategic field-level coordination. Introduced in the country in 2008, the cluster approach is a forum for coordination, policy development and decision making involving the key UN and non-UN humanitarian partners. The national node is the counterpart of the lead international agency for each cluster (Table 3). The lead or node has full responsibility over the actions required to be done. As mentioned, an Early Recovery Cluster was convened by the UNDP-NDMP.[40]

Table 3. Composition of clusters for humanitarian assistance.

Cluster	Lead international agency	National node
Education	UNICEF	MoEd
Emergency shelter	UNHCR	MRRD and IDLG
Emergency telecommunications	WFP	-
Food security & agriculture	WFP and FAO	MAL
Health	WHO	MoPH
Nutrition	UNICEF and FAO	MoPH and MAL
Protection	UNHCR, NRC, UNAMA HRU, and UHCHR	-
Water, sanitation & hygiene	UNICEF	MOI and PWD
Early recovery	UNDP	MRRD
Disaster risk reduction	-	MoUD

Sources: (a) Lead international agency – the 2009 Humanitarian Action Plan; (2) National node-the 2010 NDMP.

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[39] Kuberan, R., 2005 Guidelines for Preparing Disaster Management Plan for Ministries AETF-4015 (November).
[40]UNDP-NDMP, 2010 First Quarterly Report – NDMP.

Some NGOs –both local and international - take initiative to undertake preparedness actions themselves with or without the participation of ADNMA. The Afghan Red Crescent Society (ARCS), in January 2009, announced that it drew up a contingency plan for dealing with potential humanitarian consequences of a strong earthquake (i.e., beyond magnitude 6 on the Richter scale) occurring in Kabul and which can be adapted for the northeastern region. [41]

The Department for International Development (DfID) funds a three-year NGO consortium project called "NGOs and Humanitarian Reform" in the North Region, which is relatively secure compared with other parts of Afghanistan. As an integral part of the project, a workshop on humanitarian assistance, structures and coordination in the North Region held in 12 July 2010, the following points regarding Government-NGO-Community linkage concluded with a recommendation to improve the capacity within ANDMA, particularly provincial disaster management councils (PDMC). Another recommendation was to regarding the communication with the humanitarian actors – maintaining a good line of communication and strengthening the capacity for managing information concerning humanitarian actors such as assessments, response reports, etc. The north is relatively secure and this has fostered a close cooperation between humanitarian community and the government units in the area of disaster management.

Security risks have become higher since about 2004. Some aid agencies resorted to remote programmming. It is worthy to note that the Afghanistan NGO Safety Office (ANSO) has provided a security cooperation platform for NGOs, agencies, etc.

There has been an increasing rate of attacks against NGO workers concentrated in highly violent situations.[42] NGOs like all other development stakeholders should continue deepening knowledge of sub-national and national contexts and maintaining a grasp of the relationship between state- and peace-building. A commitment to both humanitarian and to development principles is likely to be needed by all concerned. Respecting State sovereignty and ownership[43] nevertheless has guided the National DRR Platform members while supporting State responsibilities to protect and assist their citizens.

National Emergency Fund (NEF). With support coming from international donors, the central government allocates a National Emergency Fund every year. In 2008, the disaster fund managed by the MRRD and DDP amounted to AFs 25 million (USD500,000). The National Disaster Management Commission (NDMC) is authorized to allocate funds from the NEF after recommendations are received from ANDMA. According to the draft 2010 NDMP, the fund can be used for two purposes: (a) disaster relief and response, and (b) preparedness and mitigation. Under the UNDP-NDMP, NEF guidelines have been drafted with a framework on "norms for assistance" with indicative figures for monetary assistance to affected communities.

Funds for emergency response and relief are allocated by line ministries such as MRRD, MOH, MOI, MoD, etc. for purchase, distribution and storage of tents, ambulances, medicines, and other supplies needed by provincial departments.

ANDS-SNAP Convergence

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[41]http://www.speroforum.com/a/17769/Kabul-experiencing-strong-earthquake-tremors
[42] Baker, Aryn, 2010 "Live Aid," Time, p. 46 (October 25).
[43] Harvey, Paul, 2009 Towards Humanitarian Government, HPG Policy Brief 37 (Sept.) (Available at www.odi.org.uk/hpg).

As mentioned earlier, DRR elements, to a certain extent, are integrated in the ANDS. Several aspects of DRR are reflected in the expected outcomes and policy actions/activities that are articulated under the key sectors (also referred to in the document as pillars) of good governance, social protection and refugees, and economic and social development. Responsible agencies are designated for each action/activity. Out of 24 DRR-related actions/activities in the ANDS, about ten have either been accomplished or are progressing steadily. These include: revision of legislation to clearly reflect ANDMA's role, establishment of ANDMA's sub-national offices and operational centers, and development of a back-up communication system based on Codan. About six may be described as experiencing serious constraints and the rest having been laid aside and left undone, or where very little information is known or shared even among ANDMA staff.

Examples of the former include the integration of DRR in national and sub-national policies and plans of all ministries, and improving public awareness about risks and vulnerabilities. The latter where little is known or discussed about how each is being systematically dealt with (with the RAs inside parentheses) are: the establishment of an effective system of disaster preparedness and response (ANDMA and the Independent Directorate for Local Governance (IDLG); complete collecting information related to risks and vulnerabilities (ANDMA); establishing and operationalizing a system for mitigation, preparedness and response to natural disasters and plant/animal diseases and epidemics (MAIL and MRRD); support for establishing disaster early warning system (MAIL, MRRD, IDLG); gender aspects relevant to disaster management (MAIL, MRRD); establishing community-based insurance scheme (MoL, MoF); piloting of the Crop Insurance Scheme in at least two provinces (MOL, MoF); approval of regular annual plans for disaster preparedness/response (Government of Afghanistan or GoA). With the above in mind, specific programmes, projects and activities in SNAP seeks to ensure that the ANDS objectives are complemented, if not supplemented.

The formula in the last seven years has been such that local communities, NGOs, Afghan government and international donors bring together their capacities, a good example of which is the National Solidarity Programme (NSP), which is run by the MRRD. A similar approach with DRR as a entry point has strong relevance to bring about a convergence between ANDS and SNAP. DRR, together with climate change adaptation, is "an investment in development." By incorporating both, SNAP represents a "no regrets approach" as it builds national and local capacity, that can potentially help reduce human and economic losses. SNAP also does not presuppose huge infusions of further aid but instead promotes an improved manner of development assistance invoking the Paris Declaration of Aid Effectiveness. By integrating DRR and CCA, outcomes can in effect be more sound, sustainable and cost effective as can be shown in the succeeding section.

In the next section, the strategic actions addressing the gaps, using the strengths, overcoming weaknesses and matching them with opportunities and threats in the form of programmes and projects are presented.

IV. Strategic Objectives, Priority Programmes/Projects and Respective Outputs: the Action Plan

The Action Plan consists of seven major programmes/projects that serve to link the related on-going and future actions/activities within the ANDS framework. Having a five year span (2011-2015), it extends beyond the period of the current ANDS and can therefore provide future direction in certain areas, especially where little has been done.

As described in the section on Afghanistan's hazardscape, threats of climate change are observed in the occurrence of climate-related hazards and increased uncertainty. Moreover, vulnerability is increasing due to ecosystem degradation, water and food availability and most likely alterned cropping patterns and livelihood changes can happen in the future. Impacts can be local primariy

because hazards and vulnerability are specific to the local context so decentralizing responsibility and budgets for DRR and CCA is advantageous. Because impacts are local, community participation is a must. Local stakeholders must be engaged based on assessments of risk and vulnerability – parameters that provides the common ground for DRR and CCA. For example, farming communities in areas inundated by recent flashfloods can participate in deciding the better option to mitigate flood impacts, especially in terms of selecting alternatives to achieve resource management solutions rather than construct a rigid flood control structure.

With regards to financial and technical assistance resources, existing support and country strategies of donors shall be utilized such that the strengths of each collarborating partner are optimized and success factors are incorporated. Opportunities for special support available to least developing countries need also to be explored. Actions that can potentially receive such support are part of the SNAP programs and projects such as creating databases and improving baseline data on effects of climate change for integration int a common information system, awareness campaigns that integrated DRR and CCA, and harmonizing and linking donor support to NAPA.

Table 4 shows the seven SNAP programs and projects with their respective outcomes, significance to the country's vision expressed through ANDS and estimated budgets; a separate column articulates the DRR-CCA linkage to be explored in the context of the Incheon REMAP. The significance of the programs and projects are expressed in terms of their linkage and relevance to on-going and projected actions to reduce poverty, improve the lives of the people and create the foundation for a secure and stable Afghanistan. They also fit into the main themes of the Incheon REMAP of the AMCDRR, particularly raising awareness and building capacity for DRR and CCA as well as developing and sharing information, technology and sound practices and lessons learned in climate and disaster risk management.

The planning matrix of strategic actions or responses is presented in Table 6. The following paragraphs describe the rationale for the SNAP programme/project, which resulted from a consolidation of ideas generated and discussed during the consultation period especially the output produced by the working group for each HFA Priority for Action. The list of working group members is found in Annex C.

A description of each programme/project follows Table 5; it includes a table of activities which are categorized into one or two of the types described above. The focal point(s) are also identified.Whereas the ANDS identifies responsible agencies for each action/activity, the SNAP planning matrix names broadly other "responsible parties" which can partner or collaborate together. The timeframes are short-term (2011), medium-term (2011-mid 2013), and long-term (2011-2015). Each programme/project activity can be categorized as: immediately do-able with existing resources (Type I); needing additional accessible resources (Type II), and requiring new resource and/or requisite actions (Type III). This is thus the basis for the timetable which is shown in Table 6.

Table 4 SNAP Programs: outcomes, significance and estimated budget.

	Title	Outcomes	Significance	DRR/CCA Linkage	Estimated Budget (million USD)
1	National Disaster Risk Reduction Capacity Building Program	Improved co-ordination and knowledge sharing among all stakeholders at all levels; enhanced capacity among focal points in government agencies, local government, National DRR Platform members and ANDM	This strengthens social protection which is vital to reducing poverty and improving livelihood opportunities of the vulnerable. It also seeks to strengthen governance and coordination structures within government and with the donors to avoid duplication of efforts and increase target efficiency.	Strengthening and building capacity for DRR-CCA; partnerships for DRR and CCA in Asia-Pacific	1
2	National Disaster Risk Reduction Information Management Initiative	Adequate data and information support to DRR stakeholders through a working information network, communication mechanisms and improved quality assurance system	This is a key component of the country's emergency management system so that communication before, during and after disasters is timely and accurate. It also serves to support the Afghanistan Compact Benchmarks.	Establishment of web-based platform for sharing technologies and information on DRR and CCA	2
3	Research and Evaluation Program	Acceptable decision making support with baseline conditions established, progress in DRR monitored, knowledge base built and results utilized	This will help systematize the disaster preparedness sub-sector in the social protection system over the long term.	Intgrating CCA and DRR in post-dsiaster needs assessment; resource tracking for DRR; implementation of sub-regional projects to address hazard-specific risk reduction measures	0.5
4	National Early Warning System	Enhanced preparedness through a people-centered early warning system and supported by capable scientific, technological and media institutions	This provides continuity to an essential component of the country's disaster and emergency management system in terms of preparedness and response.	Strengthening early warning system of climate-related hazards in partnerships with other countries	10
5	National Disaster	Increased awareness about	This complements Component 2 to	Raising public awareness	3

	Risk Reduction Awareness Campaign	DRR of various target groups in a step-by-step manner using appropriate approaches and communication media thus motivating stakeholders to mitigate and prepare for disaster	raise awareness among the Afghan population of ANDS National Priority Program for Human Rights and Civic Responsibility.	on climate hazards; knowledge transfer and information sharing on risk from natural hazards and climate change	
6	Building Communities through Disaster Resilience	Potential social capital to deal with disasters built in selected with capacity to learn and adapt to disaster and climate-related risks with support from multi-sectoral, inter- and intra-governmental team	This strengthens government capacity to support vulnerable communities and supports both disaster preparedness, and refugees and internally displaced persons sub-setors of the social protection strategy. It supplements rural development programs and builds community resilience via disaster mitigation.	Development of guidelines for integrating DRR and CCA through green growth for sustainable development; implementation of sub-regional projects for addressing hazard-specific risk reduction measures	20
7	Preparedness for Effective Response	Enhanced effectiveness in responding to disasters with most emergency preparedness components such as drills, stockpiles, contingency plans, emergency fund and coordination mechanisms in place	This disaster preparedness fits into the sub-sector strategy of social protection and can be supported by the National Social Protection Sector Program.	South-south cooperation for improved disaster preparedness	0.5
			Total		37.0

Table 5. Strategic National Action Plan (SNAP) on Disaster Risk Reduction and Climate Change Adaptation, 2011-2015: Priority Programmes and Projects

1. National Disaster Risk Reduction Capacity Building Programme
Objectives:
(a) To have a stronger, comprehensive, and contextualized institutionalized mechanism for disaster management
(b) To enhance co-ordination and knowledge sharing among all stakeholders at all levels.
(c) To build capacity among focal points in government agencies, local government, National DRR Platform members and ANDMA.
Focal points: ANDMA, IDLG

ACTIVITIES (FOCAL POINT(s))	EXPECTED OUTPUTS	INDICATORS	RESPONSIBLE PARTIES	RESOURCES REQUIRED
Short to Medium Term (2011-mid-2013 • Review existing policies, acts and institutional mechanisms related to disaster management (ANDMA, IDLG) • Review and revise existing TOR of the National DRR Platform to be more inclusive and decentralized (ANDMA, IDLG) • Strengthening partnerships between mational apex agency for DRR and CCA • Strengthen capacity tp develop and implement plans integrating DRR and CCA	• Revised and approved policies, acts/laws • Appropriate mechanism for implementation • Revised and inclusive TOR, embedding all DRR actors • National and core working group • A dedicated unit in ANDMA as Platform Secretariat • Improved national mechanisms for supporting implementation and knowledge sharing of DRR and CCA	• Approved documents • Guidelines • Monitoring and evaluation • Regular national DRR Platform meetings (Bi-annual) • Monthly core group meetings Dissemination of minutes to all stakeholders • Annual Platform Secretariat work plan	• NDMC • ANDMA • Parliament • DRR Platform • MOJ • NEPA • NGOs • SAARC • UNISDR • APDC • ADRC • IFRC • WMO • UNEP	• Qualified human and financial resources • Lobbying
Short-Term to Long-Term (2011-2015) • Assess training needs (ANDMA) • Conduct training of trainers on DRR (ANDMA) • Conduct training activities for key stakeholders (ANDMA)	• Training needs assessment report • Knowledge attainment on roles, DRR policies & protocols, etc. • Study tours • Training course modules • Thematic capacity building programs consisting of but not limited to capacity to enforce building code,	• Annual work plan of Training Unit • No. of government officers and CSO staff members trained	• Government • UN • NGOs • Academia • Media • Private sector • ADRC & UNISDR with ADPC, ESCAP	• Donor or government funds • Training Unit established in ANDMA • Technical & training experts

	capacity to protect and secure ecosystems as buffers to climate hazards • Orientation workshops • On-the-job training • Online courses • Training curricula for different target groups			

2. National Disaster Risk Reduction Information Management Initiative (Timeline: 2011-2015)

Objective: To enhance knowledge sharing towards improved disaster preparedness among all stakeholders at all levels.

Focal points: ANDMA, MRRD, MAIL

ACTIVITIES (FOCAL POINT(S))	EXPECTED OUTPUTS	INDICATORS	RESPONSIBLE PARTIES	RESOURCES REQUIRED
Short Term (2011- mid- 2012) • Assess information needs of potential users & requirements to establish system (ANDMA) • Conduct inventory of materials & equipment resources that can be mobilized for response and relief (ANDMA, MRRD, MAIL)	• Communication links established with major data/ information providers and users • Information network established • Disaster preparedness data base • Improved and expanded DRR Database	• Recommendations on the information management system • List of requirements • No. of respondents surveyed • Directory of information providers and users • Inventory of response & relief materials, equipment and supplies	• NDMC • ANDMA • AIMS • UN agencies	• Qualified human and financial resources • Information management specialist
Short to Medium Term (2011- mid 2013) • Develop a National DRR Information Management System (NDRRIMS) (ANDMA) • Establish web-based platform for sharing technologies and information on DRR and CCA (until 2015)	• A system will be in place for information management with built-in information processing and dissemination capacity; website feature • Linkages built and partnerships strengthened through close coordination • Enabling environment for learning, sharing and documenting lessons learned and god practices • Designate unit in-charge of NDRRIMS • Trained personnel (on-the-job training)	• Annual work plan of unit in-charge • No. of users	• National Emergency Management Authority of South Korea • Global Platform for DRR • SAARC	• National and regional research and training institutes
Long-Term (2011-2015) • Conduct monitoring and evaluation (ANDMA)	• Increased capabilities and amount of information available in the system • Quality assurance improved	• No. of Information categories • No. of satisfied users		

3. Research and Evaluation Programme (Timeline: 2011-2015)
   Objective:
   (a) to document all good practices, lessons learned, experiences – both positive and negative, as part of the overall knowledge management strategy for the Afghan DRR community; and
   (b) to integrate efforts at monitoring and evaluating of the progress of DRR programmes in terms of achieving resilience (reducing vulnerability), accountability and transparency of donor contributions.
   Focal point: ANDMA

ACTIVITIES	EXPECTED OUTPUTS	INDICATORS	RESPONSIBLE PARTIES	RESOURCES REQUIRED
Short to Medium Term (2011-mid-2013) • Collate and document good practices (ANDMA) • Conduct state-of-the-art survey of DRR in Afghanistan (ANDMA)	• Baseline conditions established • Research agenda • Knowledge database; website feature • Translations to local languages	• No. of good practices documented management system • Publications and other knowledge products on good practices	• Platform • NGOs • UN agencies • Kabul University • SAARC • World Bank • ESCAP • ADRC • ADPC • UNDP • UNESCO • FAO • ILO	• Qualified human and financial resources • Transportation logistics
Short to Long Term (2011- 2015) • Devise systematic evaluation to synthesize the HFA Monitor and Views from the Frontline (ANDMA) • Update research agenda (ANDMA) • Conduct studies (ANDMA) • Review & examine the scope for integrating DRR and CCA aspects in different secotrs where assessment of damage and needs have been made (ANDMA) • Evaluate DRR programmes/project in terms of project performance, accountability, and other relevant criteria (ANDMA) • Track available	• Synthesis of HFA progress of implementation • Priorities for the improvement of DRR in Afghanistan • Publication of results of studies • Feedback on evaluation to Platform, implementers, donors and other stakeholders • Input to next cycle of ANDS and other plans • Assessment of funding gaps	• Report on synthesis of HFA progress of implementation • Recommendations taken up in the next cycle of ANDS • Publications and knowledge products • Research report on feasibility of integrating CCA and DRR in post-disaster needs assessment • Guideline for preparing post-disaster needs assessment • Research report n resource tracking for DRR • Assessment reprt on funding gaps fr DRR		

resources for DRR& determine funding gaps for DRR Risk assessment component • Undertake risk assessments in specific areas for natural hazards and climate change	• Improved risk assessment procedures • Improved mechanism to share information on risk assessment initiatives	55		

4. National Early Warning System (Timeline: 2011-2015)

Objectives:

    (a) To enhance preparedness through a people-centered early warning system; and

    (b) To enable scientific, technological and media institutions to undertake disaster risk reduction.

Focal point: ANDMA, MRRD, IDLG, AMA

ACTIVITIES	EXPECTED OUTPUTS	INDICATORS	RESPONSIBLE PARTIES	RESOURCES REQUIRED
Short to Medium Term (2011-mid- 2013 • Assess current warning systems in various parts of the country (ANDMA) • Document indigenous and local practices related to warning that work (ANDMA) • Integrate EWS into community-based disaster management activities (ANDMA) • Make inventory of base maps and hazard maps (ANDMA) **Short-Term to Long-Term (2011-2015)** • Upgrade hazard monitoring and weather forecasting capabilities (ANDMA) • Train technical staff on hazard monitoring and forecasting (ANDMA) • Conduct hazard, vulnerability and capacity assessment (HVCA) in selected districts through joint collaboration with relevant NGOs and stakeholders in conjunction with CBEWS (ANDMA, MRRD)	• Case studies of indigenous and local warning-related practices • Assessment study of current warning system • Early warning procedures • Working group on early warning system (EWS) • Community-based early warning system (CBEWS) formulated • Seismic monitoring network • Weather stations • Study tours • Technical training • On-the-job training • HVCA results • Improved capacities for forecasting and sustainable mechanisms to share information on shoart, medium and long term forecast	• Knowledge products • Report on Afghanistan's early warning system for different hazards • Guidelines on EWS • Minutes of regular meetings by the EWS working group • Work plan • Methodology for CBEWS • No. of seismic stations • No. of weather stations • No. of enquiries related to hazard monitoring data & forecasting • No. of CBEWS-incorporated community activities • No. of community participants in the community activities • No. of technical personnel trained	• ANDMA • Afghanistan Meteorological Agency • AIMS • Kabul University • Platform • NGOs • UN • Ministry of Information and Culture • Ministry of Religious Affairs • Ministry of Agriculture • Ministry of Education • Media • Afghanistan Red Crescent Society • IFRC • ADPC • ADRC • WMO • UNDP	• Qualified human and financial resources • Scientific and technological expertise • Base maps, hazard maps • Collaboration with other programme/ project teams • Transportation logistics

5. National Disaster Risk Reduction Awareness Programme (Timeline: 2011-mid-2013)
Objectives: To enhance public awareness on disaster and climate hazards risk reduction.
Focal point: ANDMA

ACTIVITIES	EXPECTED OUTPUTS	INDICATORS	RESPONSIBLE PARTIES	RESOURCES REQUIRED
Short to Medium Term (2011-mid- 2013 • Form a public awareness working group to assist ANDMA (ANDMA) • Assess current of DRR awareness needs of various target groups (ANDMA) - Senior national and local government officials, politicians - Teachers - School children - College students - Religious leaders - Media management and personnel • Develop communication plan for DRR-CCA(ANDMA) • Consult/coordinate with partners stakeholders (ANDMA) • Design information, educational and communication (IEC) materials and user-friendly tools for improvement of public awareness (ANDMA) • Translate to local languages (ANDMA) • Deliver public awareness programme (ANDMA)	• Assessment study • Public awareness-raising plan for each target group • Memorandum of agreement with partners • IEC materials • Trained team on (national, provincial, district, and village) level • Media kits • Public fora, TV/radio programmes and announcements, orientation workshops, seminars, policy dialogues • Compilation of reports and documentation on initiatives to implement awareness programme • Improved public awareness	• Assessment study report • Disseminated plan • No. of memoranda of agreement • No. of printed materials (posters, booklets, • No. of senior government and politicians participating in public fora, policy dialogues, etc. • No. of TV and radio appearances and announcements • No. of press releases • No. of media kits distributed • No of media managers and personnel familiarized • No. of religious leaders briefed • No. of teachers instructed • No. of school children and college students instructed • No. of politicians and senior government officials	• ANDMA • NDMC • Afghanistan Meteorological Agency • AIMS • Kabul University • Platform • NGOs • UN • Ministry of Information and Culture • Ministry of Religious Affairs • Ministry of Agriculture • Ministry of Education • Media • SAARC • ADRC • ADPC • UNISDR	• Qualified human and financial resources • IEC specialists • Collaboration with other programme/ project teams • Transportation logistics

• Evaluate and monitor (ANDMA)				

6. **Building Communities through Disaster Resilience (Timeline: 2011-mid-2013)**
   Objectives:
   (a) To reduce the underlying risk factors at the community level;
   (b) To conduct pilot studies to integrate DRR in community-driven development.
   Focal point: ANDMA, MRRD, MAIL

ACTIVITIES	EXPECTED OUTPUTS	INDICATORS	RESPONSIBLE PARTIES	RESOURCES REQUIRED
Short to Medium Term (2011-mid- 2013) • Form a Resilient Communities Working Group to support ANDMA (ANDMA) • Establish partnerships with collaborating agencies and NGOs (ANDMA) • Identify criteria to select pilot sites (ANDMA, MRRD, MAIL) • Select communities (ANDMA, MRRD, MAIL) • Establish rapport with VDCs, CDCs, and DDCs (ANDMA) • Conduct of survey using participatory techniques such as HVCA (ANDMA, MRRD) • Develop and/or adopt methodology to foster disaster-resilient communities (ANDMA) • Train trainers from community and local government (ANDMA) • Pilot test methodology in three communities (ANDMA, MRRD) • Conduct evaluation of pilot studies (ANDMA) Himalayan regional (area-based) project component: • Conduct field studies in highly vulnerable areas • Enhance linkages between local initiatives and national	• A Working Group formed • Memorandum of agreement with partners • Commitment of CDCs and VDCs secured • Community DRR needs assessed • Training sessions conducted • Increased DRR awareness of residents in three communities • Community actions and government/NGO interventions programmed • Knowledge base developed on good practices and lessons learned vis a vis flood, flashflood and glacier lake flood outburst	• Assessment study report • No. of memoranda of agreement • No. of training sessions conducted • Minutes of meetings with communities • Documentation of good practices • Replication of initiatives in other countries • DRR-CCA linkage	• ANDMA • NDMC • PDMCs • PDCs • UNDP • MRRD • NGOs (e.g., CHA, CARE, FOCUS, Tearfund, CoAR, ADA, SAF) • National Emergency Management Authority of South	• Qualified human and financial resources • Collaboration with other programme/ project teams • SPHERE project standards • Transportation logistics

• Strengthen existing programs on priority sectors	(GLOF) • Adoption of suitable techonologies	established through partnership	Korea • GFDRR • UNDP • UNEP • UNISDR • EU • AusAID • ESCAP • ADB • ADRC • ADPC • Other regional agencies
DRR-CCA integration component : • Document good DRR-CCA practices • Examine potential mainstreaming opportunities of DRR and CCA • Develop training manual • Develop guidelines on the practice of DRR-CCA integration	• Knowledge sharing and transfer • Recommendations to sustaining initiatives	• Training manual • Case study material	

7. **Preparedness for Effective Response (Timeline: 2011-2015)**
   Objective: To enhance the effectiveness of emergency response in Afghanistan.
   Focal point: ANDMA, MRRD, MAIL

ACTIVITIES	EXPECTED OUTPUTS	INDICATORS	RESPONSIBLE PARTIES	RESOURCES REQUIRED
Short to Medium Term (2011-mid- 2013) • Form an Effective Response Working Group (ANDMA) • Assess capacities response and recovery especially of the Cluster teams and training needs of relevant personnel (ANDMA) • Develop work plan (ANDMA, MRRD, MAIL) • Prioritize work plan components (contingency planning, response mechanism, drills and rehearsals, responding to transboundary emergencies, funding and other resources for response operations) (ANDMA, MRRD, MAIL) • Design training modules (ANMDA) • Conduct training and/or drills (continuous) (ANDMA) • Monitor and evaluate preparedness measures (continuous) (ANDMA) Short to Long Term (2011-2015) • Conduct contingency planning for specific hazards (ANDMA) • Update stockpiles as needed (ANDMA) • Strengthen health emergency surveillance system (ANDMA, MOH • Organize post-disaster building inspection teams (ANDMA) • Send feedback to	• A Working Group formed • Commitment of Cluster teams secured • Training needs assessed • Work plan • Training • Training sessions conducted • Drills made regular scheduled activity in various institutions • Monitoring and evaluation of preparedness measures regularly done • Contingency planning conducted in selected areas • Stockpiles prepared • Health emergency surveillance system enhanced • Post-disaster building inspection team formed in selected urban areas • Recommendations to the NDRRCB Programme • Knowledge sharing and transfer on DRR and CCA under the South-South modality	• Training needs assessment study report • Training • No. of training sessions conducted • No. of drills conducted • No. of institutions involved in drills • No. of participants in drills • Monitoring and evaluation report • No. of contingency plans prepared for specific hazards • No. of stockpile sites prepared • No. of health emergency cases traced/averted • No. of buildings found safe/unsafe after disaster • Communications to the NDRRCB Programme team	• ANDMA • NDMC • PDMCs • PDCs • Platform • UNDP • OCHA • Other UN agencies • ARCS • Cluster team agencies e.g., MoPH, MoUD • Academia • Professional associations • Building contractors' association	• Human and financial resources • Collaboration with National Disaster Risk Reduction Capacity Building programme team • Cluster teams • Transportation logistics

NDRRCB Programme (ANDMA) • South-south cooperation for improved disaster preparedness		• Improved preparedness programme and EWS • Foums for sharing knowledhe and	• ANDMA • Afghanistan Meteorologic al Agency • Afghanistan Red Cresicnet Sciiety • UNDP • IFRC • UNDP South-South	

Strategic Objective 1: To possess a stronger, comprehensive and contextualized mechanism for disaster management.

1. <u>National Disaster Risk Reduction Capacity Building Programme (Timeline: 2011-2015)</u>

For a nation building the state while with reconstruction challenges and striving for peace, a natural hazard is both a threat and an opportunity - a threat because a disaster can weaken the social fabric and destroy economic livelihoods and an opportunity because it awakens community solidarity and opens the route towards building back better. Linking relief, rehabilitation and development has not been simple given the realities of emergency situations. The institutional landscape in the country is a picture of both humanitarian aid workers and development professionals working in government, non-governmental and international development assistance sectors with many common cross-cutting concerns such as gender, environment, anti-corruption, countering narcotics, regional cooperation, institutional reforms and capacity building. The DRR institutional structure remains weak, on the whole, although some members have the capabilities honed with experience to perform articulated mandates. However, among government agencies a number of overlaps in aspects of disaster management still remain. A plethora of planning documents and studies do not necessarily help as long as mandates are not actually understood and put into action. A review of existing institutional mechanisms (inter- and intra-organizational) relevant to disaster management needs to be done with the aim of deriving a cohesive policy and effective protocols guiding implementation and yielding desired outputs and outcomes.

ANDMA, being the focal point and coordinator of all disaster risk reduction activities in the country, needs an organizational set-up and managerial system that meets its mission in a sustainable fashion. Coordination of post-disaster relief and humanitarian assistance is a component of ANDMA's mandate.

While programmes poised for improving emergency operations are paramount, it is equally crucial to enhance coordination of non-emergency activities bringing dividends of better mitigation and preparedness being put into place by the line ministries. This also fosters a close linkage among the focal points of ministries, local governments, and NGOs. The 2009 Humanitarian Action Plan

acknowledges the need to reach all communities needing help after a disaster. Measures must be in place in order to assist communities in the nearly 40% of the country's area that remains inaccessible to humanitarian aid organizations.

Components: Organizational/Institutional Development; Training

Institutional development: The programme consists of measures to strengthen a country's disaster-related institutions to enable the people of the country to reduce disaster risks. Thus, ANDMA's capacity to coordinate with provincial governments, ministries, private sector, professional associations, the academe, the media, and NGOs shall be enhanced. It has been pointed out prior to and during the launching of the National DRR Platform that in order to carry out ANDMA's coordinative function and its role a secretariat for the Platform effectively, a dedicated unit needs to be established. The said unit shall also be capable of assessing gaps between plans and implementation.

Training: UNDP-NDMP has in its work plan the creation of a training unit within ANDMA. This component supports this unit via annual work plan consisting of well-planned activities to generally develop the human resource. It involves the process of equipping key players in ministries/agencies and local governments, as well as other stakeholder groups with the understanding, skills and access to information, knowledge and training that enables them to perform effectively following the unified national DRR policies and protocols. Training methods include study tours, orientation workshops, training manuals for specific stakeholder groups, on-the-job training, online courses and other suitable techniques. Training of trainers shall be among the initial activities of the unit.

Type	Activities under Programme/Project No. 1: National Disaster Risk Reduction Capacity Building Program	Focal point(s)
I	1.1 Review existing policies, acts and institutional mechanisms related to disaster management	ANDMA, IDLG
	1.2 Review and revise existing TOR of the National DRR Platform to be more inclusive and decentralized	ANDMA, IDLG
II	1.3 Assess training needs	ANDMA
	1.4 Design training modules	ANDMA
	1.5 Conduct training of trainers on DRR	ANDMA
	1.6 Conduct training activities for key stakeholders	ANDMA
III	1.5 Conduct training of trainers on DRR (continued)	ANDMA
	1.6 Conduct training activities for key stakeholders (continued)	ANDMA

Strategic Objective 2: To ensure a reliable knowledge base for decision making.

2. National Disaster Risk Reduction Information Management Initiative (Timeline: 2011-2015)

An earlier attempt to establish a disaster-related information system as described in the work done by AIMS. The current status of this system and stakeholder's information needs need to be assessed in light of recent experiences. The desired system is one in which it is connected to users and generators of information. It shall enhance knowledge sharing towards improved disaster preparedness among all stakeholders at all levels.

Coordination is required in gathering and disseminating vulnerability assessment; providing early warning within and between agencies and organizations, and with the public; sharing information concerning human and material resources (such as equipment, vehicles, fuel, logistical support, volunteers, etc.) needed during emergency response and relief. Pertinent information on stockpiles

of relief goods (food and non-food), search and rescue equipment, water purification, emergency shelter, materials, and cooking utensils is collated, stored and disseminated.

Appropriate communication links are established with the provincial disaster management authorities using the emergency operation center network. So that this information system is useful, preparedness planning should be undertaken for response, recovery, and coordinating emergency management activities. Inter-jurisdictional cooperation/collaboration and communication in pre-event planning and during response are key issues to be considered. The system should take into account information sharing and emergency communication with the public.

Pre-event planning is enhanced by information shared by the different Platform members on DRR activities undertaken in the various parts of the country. The current DRR database, as knowledge and communication tools, fits into this information system with potential uses for different aspects of disaster management.

Through this Initiative, the ANDMA website shall be revamped with expanded features to allow access to the databases contained information system. Means to assure the quality of data and information will be used. Other tools such assessment methodologies, maps, contingency plans, and disaster management plans can be uploaded into the website as well. Updates shall be made based on assessed needs.

Type	Activities under Project No. 2: National Disaster Risk Reduction Information Management Initiative	Focal point(s)
I & II	2.1 Assess information needs of potential users & requirements to establish system	ANDMA
	2.2 Conduct inventory of materials & equipment resources that can be mobilized for response and relief	ANDMA, MRRD, MAIL
III	2.3 Develop a National DRR Information Management System (NDRRIMS)	ANDMA
	2.4 Conduct monitoring and evaluation	ANDMA

Note: Activities 2.1 and 2.2 are do-able within available resources, however the coverage of these activities can be expanded in a later phase with additional accessible resources.

3. Research and Evaluation Programme (Timeline: 2011-2015)

The focal organization for disaster management in Afghanistan, though established in the 1970s, has little institutional memory and capacity built up based on observation about existing operational problems. Apart from this, the paradigm shift to reduce disaster risk whenever possible through mitigation and preparedness has exerted a demand for a different set of skills.

The programme has a two-fold aim: (a) to document all good practices, lessons learned, experiences – both positive and negative, as part of the overall knowledge management strategy for the Afghan DRR community; and (b) to integrate efforts at monitoring and evaluating of the progress of DRR programme in terms of achieving resilience (reducing vulnerability), accountability and transparency of donor contributions.

Research results shall be disseminated and fed back to policy and decision making processes that affect national and community resilience. A systematic evaluation shall be developed to synthesize two current parallel efforts that relate to measuring progress of HFA implementation: the HFA Monitor and Voice from the Frontline survey of the Global Disaster Risk reduction Network. A tracking mechanism is employed in cooperation with the Ministry of Finance and shall therefore be compatible with the Development Assistance Database (DAD). The motivation is to ensure quality control of programmes/projects relevant to disaster risk reduction.

Type	Activities under Programme/Project No. 3: Research and Evaluation Program	Focal point
I	3.1 Collate and document good practices	ANDMA
II	3.2 Conduct state-of-the-art survey of DRR in Afghanistan	ANDMA
	3.3 Devise systematic evaluation to synthesize the HFA Monitor and Views from the Frontline	ANMDA
III	3.1 Collate and document good practices (continued)	ANDMA
	3.4 Update research agenda	ANDMA
	3.5 Conduct studies	ANDMA
	3.6 Evaluate DRR programs/project in terms of project performance, accountability, and other relevant criteria	ANDMA

Note: New resources are infused into Activity 3.1 to promote the expansion of research.

Strategic Objective 3: To strengthen the early warning system that is based on sound vulnerability and capacity assessments.

4. National Early Warning System (Timeline: 2011-2015)

After suffering from an interruption caused by political upheaval, the scientific and technological community in Afghanistan is a fledgling but active one receiving stimulus from external support groups. Equipment required to cover weather forecasting, flood forecasting, earthquake monitoring, and other techniques to monitor and study common disasters should be built up in appropriate institutions that will sustain a critical mass of scientists and engineers to help reduce disaster risks through science. However, a key area where some inroads can be made without much expenditure is capturing community-based early warning systems (CBEWS).

 Such local EWS shall be linked to district and provincial emergency preparedness procedures, which in turn are consistent with national warning protocols for specific natural hazards. Communities will be assisted by scientists in understanding risks and vulnerabilities of their surroundings. This is supported by conducting vulnerability and capacity assessment (VCA). A few districts shall be

Type	Activities under Programme/Project No. 4: National Early Warning System	Focal point(s)
I	4.2 Document indigenous and local practices related to warning that work	ANDMA
	4.4 Make inventory of base maps and hazard maps	MAIL, MRRD, IDLG
	4.6 Training technical staff on hazard monitoring and forecasting	-do-
II	4.1 Assess current warning systems in various parts of the country	ANDMA
	4.2 Document indigenous and local practices related to warning that work (continued)	ANDMA
	4.3 Integrate EWS into community-based disaster management activities	ANDMA, MRRD
	4.4 Make inventory of base maps and hazard maps (continued)	ANDMA, MAIL, MRRD, IDLG
	4.5 Upgrade hazard monitoring and weather forecasting capabilities	AMA
	4.6 Training technical staff on hazard monitoring and forecasting (Continued)	ANDMA, MAIL, MRRD, IDLG
III	4.1 Assess current warning systems in various parts of the country	ANDMA

	4.2 Document indigenous and local practices related to warning that work (continued)	ANDMA
	4.3 Integrate EWS into community-based disaster management activities (continued)	ANDMA
	4.4 Make inventory of base maps and hazard maps (continued)	ANDMA, MAIL, MRRD, IDLG
	4.5 Upgrade hazard monitoring and weather forecasting capabilities	AMA
	4.6 Training technical staff on hazard monitoring and forecasting	ANDMA, MAIL, MRRD, IDLG
	4.7 Conduct HVCA in selected districts through joint collaboration in conjunction with CBEWS	ANDMA, MRRD

Note: Type I activities started in the earlier phase are continued with additional and even new resources in later phases in order to increase geographical coverage and improve capabilities in early warning according to needs.

selected in a few provinces as pilot projects.[44]

Strategic Objective 4: To raise public awareness of disaster risk reduction nationwide.

5. National Disaster Risk Reduction Awareness Campaign (Timeline: 2011-mid-2013)

Low public awareness about risks in their dwellings and environment as well as how to prevent losses to life and property has been often mentioned as contributing to increased disaster impacts in many rural areas. It is essential that a consistent message is transmitted to people. Also, better understanding about the linkage of DRR and CCA is also important for regions affected by climate-related hazards.

The campaign shall address information and education needs on DRR of specific groups: the general public (with media), teachers, primary and secondary school students, government officials. Efficient and reliable systems and media for gathering and sharing information (e.g., forecasts and warnings, information on relevant capacities, role allocation and resources) between stakeholders are a key to reaching as many people as possible on emergency preparedness. The campaign can be guided by six basic principles to raise public awareness: (a) Target all sections of society; (b) Identify the types of delivery systems, messages and locations most effective to reach the target; (c) Include a constructive role for commercial mass media; (d) Set up guidelines for establishing public information centers and media relations officers; (e) Ensure that the messages conveyed have local relevance; (f) Use appropriate communication mechanisms, so that people can be reached. Thus, collaboration with religious institutions will be sought as part of the communication strategy. This campaign shall also be linked with the National Early Warning System to ensure public understanding of the local warning system, preparedness and evacuation measures at the household and organization level.

Type	Activities under Programme/Project No. 5: National Disaster Risk Reduction Awareness Campaign	Focal point

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[44] A similar project in the Philippines called READY project (READY is the short form for "Hazards Mapping and Assessment for Effective Community Based Disaster Risk Management) involves the provision of immediate, reliable information to communities at risk, on the various geological and hydro-meteorological hazards in their respective localities. The immediate objectives were: (1) Equip key stakeholder groups with resources, knowledge and training that enable them to perform effectively for DRR; (2) Strengthen coordination processes and procedures, with organizations and sectors; and (3) Initiate the mainstreaming of risk reduction into local development planning.

I	5.1 Form a public awareness working group to assist ANDMA		ANDMA
	5.2 Assess current state of DRR awareness needs of target groups		ANDMA
	5.3 Design public awareness-raising plan		ANDMA
	5.4 Consult/coordinate with partners		ANDMA
	5.5 Design IEC materials for improvement of public awareness		ANDMA
	5.6 Translate to local languages		ANDMA
	5.7 Deliver public awareness program		ANDMA
	5.8 Evaluate and monitor		ANDMA
II	5.3 Design public awareness-raising plan (continued)		ANDMA
	5.4 Consult/coordinate with partners (continued)		ANDMA
	5.5 Design IEC materials for improvement of public awareness (continued)		ANDMA
	5.6 Translate to local languages (continued)		ANDMA

Note: Type I activities are continued to increase geographical coverage and improved outputs with additional accessible resources.

Strategic Objective 5: To strengthen community resilience using means to reduce the underlying factors of risk.

 6. Building Communities through Disaster Resilience (Timeline: 2011-mid 2013)

Vulnerable populations in disaster-prone villages are in dire need of support to recover from disaster impacts. While infrastructure such as flood control structures are often part of public works programmes in rural areas, disaster risk reduction in the multi-hazard sense may only be a marginal concern; for instance, seismic safety and hydrological concerns may warrant the inclusion of other design criteria.

This project aims to mainstream DRR at the community-level through community-level planning and delivery and inspired by the community-driven development approach. Jointly undertaken in collaboration with appropriate government agencies and community development councils, concrete disaster mitigation (climate change adaptation) projects are undertaken in contiguous villages in selected district based on needs. In current existing government programmes incorporated in ANDS, disaster mitigation is imbedded through the reduction of factors that contribute to risk. The project seeks to establish disaster risk reduction principles into development and rehabilitation works at the level where community groups and local government can seek solutions and work together.

The social protection sector programmes and projects inherently address social and economic vulnerability. Environmental vulnerability is potentially reduced through a natural resource management programme. Examples are tree planting in environmentally critical areas (with NEPA), rehabilitating river bank protection walls by cash-for-work, and gabions for river sedimentation control. The project has a total approach to build resilience and to measure the impacts through increase in aspects of human security such as economic livelihood and social capital formation.

Physical vulnerability is dealt with by applying risk-sensitive standards and sound criteria in locating and/or constructing houses and buildings, or repairing or relocating after a disaster. The projects seeks to instill awareness about DRR and build capacity among community members using participatory survey methods such as hazard, vulnerability and capacity assessment (HVCA). The project includes a component for skills training in practical methods relevant to carpenters, masons, farmers and other trades.

The project shall be linked to other SNAP projects such as the National Disaster Risk Reduction Awareness Campaign for information, education and communication activities and National Early Warning System, for community preparedness measures.

Type	Activities under Programme/Project No. 6: Building Communities through Disaster Resilience	Focal point(s)
I	6.1 Form a Resilient Communities Working Group to support ANDMA	ANDMA
	6.2 Establish partnerships with collaborating agencies & NGOs	ANDMA
	6.3 Identify criteria to select pilot sites	ANDMA, MRRD, MAIL
	6.4 Select communities	-do-
II	6.5 Establish rapport with VDCs, CDCs and DDCs	ANDMA
	6.6 Conduct of survey using participatory techniques e.g. HVCA	ANDMA, MRRD
	6.7 Develop and/or adopt methodology to foster disaster-resilient communities	ANDMA
	6.8 Train trainers from community and local government	ANDMA
	6.9 Pilot test methodologies in 3 communities	ANDMA, MRRD
	6.10 Conduct evaluation of pilot studies	ANDMA
III	6.5 Establish rapport with VDCs, CDCs and DDCs (continued)	ANDMA
	6.6 Conduct of survey using participatory techniques e.g. HVCA (continued)	ANDMA, MRRD
	6.7 Develop and/or adopt methodology to foster disaster-resilient communities	ANDMA
	6.8 Train trainers from community and local government (continued)	ANDMA
	6.9 Pilot test methodologies in 3 communities (continued)	ANDMA, MRRD
	6.10 Conduct evaluation of pilot studies	ANDMA

Note: Type I activities are undertaken within existing mandates and on-going activities while Type II activities require additional accessible resources and further continued with new resources as collaboration among the ANDMA, MRRD and MAIL develops and intensifies.

Strategic Objective 6: To enhance disaster preparedness capacities in government at different levels.

7. Preparedness for Effective Response (Timeline: 2011-2015)

This project, though separate from the National Disaster Risk Reduction Capacity Building Programme, is supplementary in the aspect of disaster preparedness for response. It deals with the more critical elements of responding to the impacts of hazards including the issuance of timely and effective early warnings and the temporary evacuation of people and property from threatened location. Thus, the main components are: (a) contingency planning, standard operating procedures (including utilization of military and civilian personnel, coordination of joint disaster relief and emergency response operations) and response readiness such as evacuation and standby agreements for the provision of essential services and supplies; (b) response mechanism such as evacuation procedures and shelters, search and rescue (SAR) teams, needs assessment teams, activation of emergency lifeline systems, reception centers and shelters for displaced people; (c) drills and rehearsals; (d) responding to transboundary health emergencies (such as avian flu and SARS); and (e) funding and other resources for emergency response operations.

The chief indicator for the project is the reduction of casualties, which proves that a suitable response mechanism is in place. Emergency management staff and volunteers are trained to disseminate warnings, assist evacuation, carry out response activities (such as search and rescue, and first aid), make needs assessment, and manage distribution of relief goods and services. Thus emergency responders such as SAR teams, health and medical personnel, volunteers and military personnel are key target groups.

Type	Preparedness for Effective Response	Focal point(s)
I	7.1 Form an Effective Response Working Group	ANDMA
	7.2 Assess capacities for response& recovery especially Cluster teams & training needs of relevant personnel	ANDMA
	7.3 Develop work plan	ANDMA, MRRD, MAIL
	7.4 Prioritize work plan components	-do-
	7.5 Design training modules	ANDMA
	7.6 Conduct training and/or drills (continuous)	ANDMA
	7.7 Monitor & evaluate preparedness measures (continuous)	ANDMA
II	7.2 Assess capacities for response& recovery especially Cluster teams & training needs of relevant personnel (continuous)	ANDMA
	7.6 Conduct training and/or drills (continuous)	ANDMA
	7.7 Monitor & evaluate preparedness measures (continuous)	ANDMA
	7.8 Conduct contingency planning for specific hazards	ANDMA
	7.9 Update stockpiles as needed (continuous)	ANDMA
	7.12 Send feedback to NDRRCB Program (continuous)	ANDMA
III	7.2 Assess capacities for response& recovery especially Cluster teams & training needs of relevant personnel (continuous)	ANDMA
	7.6 Conduct training and/or drills (continuous)	ANDMA
	7.7 Monitor & evaluate preparedness measures (continuous)	ANDMA
	7.8 Conduct contingency planning for specific hazards	ANDMA
	7.9 Update stockpiles as needed (continuous)	ANDMA
	7.10 Strengthen health emergency surveillance system	ANDMA, MOH
	7.11 Organize post-disaster building inspection teams	ANDMA
	7.12 Send feedback to NDRRCB Program (continuous)	ANDMA

Note: Types I and II activities are continued incrementally over time with additional accessible and new resources as experience is built.

Table 6. Timetable of programmes/projects/activities of the Afghanistan Strategic National Action Plan on Disaster Risk Reduction, 2011-2015.

Programme/project/activity	2011	2012	2013	2014	2015
1.National Disaster Risk Reduction Capacity Building Programme					
1.1 Review existing policies, acts and institutional mechanisms related to disaster management	▓				
1.2 Review and revise existing TOR of the National DRR Platform to be more inclusive and decentralized	▓				
1.3 Assess training needs		▓			
1.4 Design training modules		▓	▓		
1.5 Conduct training of trainers on DRR		▓	▓	▓	▓
1.6 Conduct training activities for key stakeholders		▓	▓	▓	▓
2. National Disaster Risk Reduction Information Management Initiative					
2.1 Assess information needs of potential users & requirements to establish system	▓	▓			
2.2 Conduct inventory of materials & equipment resources that can be mobilized for response and relief	▓				
2.3 Develop a National DRR Information Management System (NDRRIMS)	▓	▓	▓		
2.4 Conduct monitoring and evaluation			▓	▓	▓
3. Research and Evaluation Programme					
3.1 Collate and document good practices	▓	▓	▓	▓	
3.2 Conduct state-of-the-art survey of DRR in Afghanistan		▓	▓		

Activity	1	2	3	4	5
3.3 Devise systematic evaluation to synthesize the HFA Monitor and Views from the Frontline		▓	▓		
3.4 Update research agenda			▓	▓	▓
3.5 Conduct studies			▓	▓	▓
3.6 Evaluate DRR programmes/project in terms of project performance, accountability, and other relevant criteria			▓	▓	
4. National Early Warning System					
4.1 Assess current warning systems in various parts of the country		▓	▓		
4.2 Document indigenous and local practices related to warning that work	▓	▓			
4.3 Integrate EWS into community-based disaster management activities	▓	▓	▓		
4.4 Make inventory of base maps and hazard maps	▓	▓	▓		
4.5 Upgrade hazard monitoring and weather forecasting capabilities		▓	▓	▓	▓
4.6 Training technical staff on hazard monitoring and forecasting	▓	▓	▓	▓	▓
4.7 Conduct HVCA in selected districts through joint collaboration in conjunction with CBEWS		▓			
5. National Disaster Risk Reduction Awareness Campaign					
5.1 Form a public awareness working group to assist ANDMA	▓				
5.2 Assess current state of DRR awareness needs of target groups		▓	▓		
5.3 Design public awareness-raising plan		▓			
5.4 Consult/coordinate with partners	▓	▓			
5.5 Design IEC materials for improvement of public awareness		▓	▓		
5.6 Translate to local languages		▓	▓		
5.7 Deliver public awareness programme		▓	▓		
5.8 Evaluate and monitor		▓	▓		
6. Building Communities through Disaster Resilience					
6.1 Form a Resilient Communities Working Group to support ANDMA	▓				
6.2 Establish partnerships with collaborating agencies & NGOs	▓	▓			
6.3 Identify criteria to select pilot sites		▓			
6.4 Select communities		▓			
6.5 Establish rapport with VDCs, CDCs and DDCs		▓	▓	▓	
6.6 Conduct of survey using participatory techniques e.g. HVCA		▓			
6.7 Develop and/or adopt methodology to foster disaster-resilient communities			▓		
6.8 Train trainers from community and local government				▓	▓
6.9 Pilot test methodologies in 3 communities				▓	▓
6.10 Conduct evaluation of pilot studies				▓	▓
7. Preparedness for Effective Response					
7.1 Form an Effective Response Working Group	▓				
7.2 Assess capacities for response& recovery especially Cluster teams & training needs of relevant personnel		▓	▓		
7.3 Develop work plan	▓				
7.4 Prioritize work plan components	▓				
7.5 Design training modules		▓			
7.6 Conduct training and/or drills (continuous)		▓	▓	▓	▓
7.7 Monitor & evaluate preparedness measures (continuous)		▓	▓	▓	▓
7.8 Conduct contingency planning for specific hazards			▓	▓	
7.9 Update stockpiles as needed (continuous)			▓	▓	▓
7.10 Strengthen health emergency surveillance system			▓	▓	▓
7.11 Organize post-disaster building inspection teams				▓	▓
7.12 Send feedback to NDRRCB Programme			▓	▓	▓

Summary

The seven programmes/projects are designed to attain develop the two goals of linking disaster risk reduction strategies, climate change adaptation processes and invulnerable development paradigms, and minimizing losses caused by disasters and climate change impacts. The strategic actions are derived guided by the HFA in a backdrop of peace and development initiatives that are already in progress. The activities under each of the programmes/projects as portrayed in Table 6 can be synchronized over time; some of these activities are already contained in the ANDS strategies. The focal points which can undertake the activities are also in agreement with the responsible agencies identified by ANDS. The linkages between SNAP programmes/projects and policy actions or activities identified by ANDS are elucidated in Annex D.

The activities under the programmes/projects may be also categorized in terms of: (1) being do-able with existing resources (cateogy 1); (2) needing additional accessible resources (category 2); and (3) requiring new resources and involving transaction costs related to institutional arrangements (category 3). Additionally and in the context of the consultations made, these programmes/projects may also be prioritized as follows:

First Priority
No. 1 - National Disaster Risk Reduction Capacity Building Program
No. 5 - National Disaster Risk Reduction Awareness Campaign
No. 7 - Preparedness for Effective Response

Second Priority
No. 2 – National Disaster Risk Reduction Information Management Initiative
No. 3 – Research and Evaluation Program
No. 4 – National Early Warning System

Third Priority
No. 7 - Building Communities through Disaster Resilience

Type 1 or immediately do-able activities under the First Priority programmes/projects and their respective focal points are indicated below. Most of these activities are already covered by ANDS and/or part and parcel of the current mandates of government agencies. It shall be noted that increased awareness among the general Afghan population in disaster preparedness is one of the multi-faceted outcomes of the Program for Human Rights and Civic Responsibility, a National Priority Programs (NPPs) as articulated in the Prioritization and Implementation Plan Mid 2010-Mid 2013 of ANDS.[45] Some parallels of this NPP can be drawn with any of the three programmes/projects in this category. Significant synergy can be attained by integrating DRR into the NPP while building capacity among stakeholders to mainstream DRR into their plans and day-to-day work.

Table 6. Immediately do-able activities (Type I) under SNAP first priority programmes/projects.

Programme/project/activities	Focal point(s)
No. 1- National Disaster Risk Reduction Capacity Building Programme	

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[45] The intended result of the awareness raising component of the Program (costing USD170 million) is the design of a Comprehensive Civic Education and Human Rights Action Plan for human rights and civic education programs with six months, and higher awareness raised in at least five provinces about human rights, pro-poor development planning, gender, elections, rule of law, disaster preparedness, peace, reconciliation, security, local development, culture, environment, etc. (Afghanistan Government of the Islamic Republic of Afghanistan, Afghanistan National Development Strategy - Prioritization and Implementation Plan Mid 2010-Mid 2013, Volume I, Kabul International Conference on Afghanistan, 20 July 2010).

1.1 Review existing policies, acts and institutional mechanisms related to disaster management	ANDMA, IDLG
1.3 Review and revise existing TOR of the National DRR Platform to be more inclusive and decentralized	ANDMA, IDLG
No. 5 - National Disaster Risk Reduction Awareness Campaign	
5.1 Form a public awareness working group to assist ANDMA	ANDMA
5.2 Assess current state of DRR awareness needs of target groups	ANDMA
5.3 Design public awareness-raising plan	ANDMA
5.4 Consult/coordinate with partners	ANDMA
5.5 Design IEC materials for improvement of public awareness	ANDMA
5.6 Translate to local languages	ANDMA
5.7 Deliver public awareness program	ANDMA
5.9 Evaluate and monitor	ANDMA
No. 7 - Preparedness for Effective Response	
7.1 Form an Effective Response Working Group	ANDMA
7.2 Assess capacities for response & recovery especially Cluster teams & training needs of relevant personnel	ANDMA
7.3 Develop work plan	ANDMA, MRRD, MAIL
7.4 Prioritize work plan components	-do-
7.5 Design training modules	ANDMA
7.6 Conduct training and/or drills (continuous)	ANDMA
7.7 Monitor & evaluate preparedness measures (continuous)	ANDMA

Needing additional accessible resources are Type II activities listed below. While first priority programmes/projects are already in progress, the listed activities of Programme/Project Nos. 2, 3, 4 and 6 may be undertaken. Capacity to pursue these projects will be the subject of the NDRRCBD Programme.

Table 8. Activities needing additional accessible resources (Type II) under SNAP programmes/ projects.

Programme/project/activities	Focal point(s)
No. 1 - National Disaster Risk Reduction Capacity Building Programme	
1.3 Assess training needs	ANDMA
1.4 Design training modules	ANDMA
1.5 Conduct training of trainers on DRR	ANDMA
1.6 Conduct training activities for key stakeholders	ANDMA
No. 2 - National Disaster Risk Reduction Information Management Initiative	
2.1 Assess information needs of potential users & requirements to establish system	ANDMA
2.2 Conduct inventory of materials & equipment resources that can be mobilized for response and relief	ANDMA, MRRD, MAIL
No. 3 - Research and Evaluation Programme	
3.2 Conduct state-of-the-art survey of DRR in Afghanistan	ANDMA
3.3 Devise systematic evaluation to synthesize the HFA Monitor and Views from the Frontline	ANMDA
No. 4 - National Early Warning System	
4.1 Assess current warning systems in various parts of the country	ANDMA
4.2 Document indigenous and local practices related to warning that work (continued)	ANDMA
4.3 Integrate EWS into community-based disaster management activities	ANDMA, MRRD
4.4 Make inventory of base maps and hazard maps (continued)	ANDMA, MAIL, MRRD, IDLG

4.5 Upgrade hazard monitoring and weather forecasting capabilities	AMA
4.6 Training technical staff on hazard monitoring and forecasting (continued)	ANDMA, MAIL, MRRD, IDLG
No. 5 - National Disaster Risk Reduction Awareness Campaign	
5.3 Design public awareness-raising plan (continued)	ANDMA
5.4 Consult/coordinate with partners (continued)	ANDMA
5.5 Design IEC materials for improvement of public awareness (continued)	ANDMA
5.6 Translate to local languages (continued)	ANDMA
No. 6 - Building Communities through Disaster Resilience	ANDMA
6.5 Establish rapport with VDCs, CDCs and DDCs	ANDMA
6.6 Conduct of survey using participatory techniques e.g. HVCA	ANDMA, MRRD
6.7 Develop and/or adopt methodology to foster disaster-resilient communities	ANDMA
6.8 Train trainers from community and local government	ANDMA
6.9 Pilot test methodologies in 3 communities	ANDMA, MRRD
6.10 Conduct evaluation of pilot studies	ANDMA
No. 7 - Preparedness for Effective Response	
7.2 Assess capacities for response& recovery especially Cluster teams & training needs of relevant personnel (continuous)	ANDMA
7.6 Conduct training and/or drills (continuous)	ANDMA
7.7 Monitor & evaluate preparedness measures (continuous)	ANDMA
7.8 Conduct contingency planning for specific hazards	ANDMA
7.9 Update stockpiles as needed (continuous)	ANDMA
7.12 Send feedback to NDRRCB Program (continuous)	ANDMA

The remaining activities not listed in the previous two tables can be undertaken as new resources are infused within the context of SNAP and ANDS.

The six objectives encapsulated by the seven (7) SNAP programmes and activities focus on DRR concerns that link with peace building and a stable development and linkages with social protection measures and inclusiveness in order to support various initiatives taken up under ANDS, United Nations Development Assistance Framework (UNDAF), etc. These will all positively contribute to putting the 'community at peace' principle in Afghanistan in practice.

A number of opportunities for Afghanistan are presented by the Incheon REMAP in areas like awareness raising, knowledge management, early warning, disaster information systems,and incorporation of DRR at the province and district levels. These are the tools to enable Afghanistan to prepare for disasters and prevent or minimize disaster losses.

V. Implementation Issues

Pre-requisites. Implementation of SNAP hinges on the Afghanistan government system and practices. Given the development assistance framework of many external support agencies, the role of arbiter essentially lies on the Afghan leadership and politique. Thus, prior obligations, requisite inputs and action shall need to be resolutely taken into consideration. Upon the government's adoption of the SNAP, it is incumbent on the National Platform, particularly the focal points headed by ANDMA to seek representation in the consultative CCA/UNDAF process. The National Platform with secretariat at the ANDMA essentially assists in incorporating DRR into the CCA/UNDAF

process[46] so that the MDGs and other international conventions will be achieved, while moving towards the country's vision. Disaster risk assessment is incorporated into the CCA by compiling relevant hazard data, information, and consequent risks; summarizing factors that contribute to vulnerability; and relating effects with causes, in the context of development strategies over the next planning period.   The SNAP shall therefore be undertaken as an integral part of the Afghanistan planning process in terms of the timelines shown below.

FIgure 13. Timelines of plans in Afghanistan viz a vis HFA and SNAP.

	Year										
	05	06	07	08	09	10	11	12	13	14	15
HFA	■	■	■	■	■	■	■	■	■	■	■
ANDS				■	■	■	■	■	■		
CPAP						■	■	■			
NEPASP			■	■	■	■	■	■			
UNDAF						■	■	■	■		
SNAP							▒	▒	▒	▒	▒

Note - ANDS: Afghanistan National Development Strategy (vision for 2020); CPAP: Country Programme Action Plan; HFA: Hyogo Framework for Action; NEPASP: National Environmental Protection Agency Strategic Plan; SNAP: Strategic National Action Plan; UNDAF: United Nations Development Assistance Framework.

Legal basis for disaster risk reduction. The principles contained in the HFA needs to be imbedded into the law. The country has ten years of reconstruction assisted by donors, legal disaster preparedness still needs to be reckoned with. Disaster response has been undertaken in cooperation with mainly in-country personnel, and existing stockpiles and resources. In a catastrophic event, complex emergency, cascade of hazards and extreme weather events, additional help in the form of SAR teams, equipment, supplies, medical teams, relief workers, and such other logistical requirements need to be able to enter the country. It is therefore useful to review the draft law on disaster management concerning such issues.

Synergy with the national development plan, sectoral and master plans (Figure 13). Through the SNAP, the DRR agenda shall move towards the goal of a Safe and More Resilient Afghanistan in a progressive way. SNAP therefore is best implemented synchronized with the ANDS and other plans for the country. It adopts a "no-regrets' approach to optimize the convergence of DRR and CCA, and endeavors continuity of and consistency with the country's plans and programs. ANDS covers the period from 2008 until 2013. SNAP has three phases: Phase 1, 2011 to 2012; Phase 2, 2012 to mid-2013; and Phase 3, mid-2013 to 2015. While working towards detailed proposals, an immediate task is to seek agreements among partnering stakeholder on the immediate actions that need to be undertaken under the different programmes and projects. Post-2013 signals the initiation of a national development strategy for the next five years and SNAP may take on a stable and reliable source of DRR initiatives to protect Afghan population and assets. This is say that conscious and deliberate efforts to place DRR into the mainstream is paramount during the first two years. The line ministries with DRR relevant functions explore the potential directions laid out in the SNAP to further the objectives in the succeeding years until completion of the five years. In this sense, the set-up for programmes includes the concept of co-lead agency or co-chairmanship to effectively utilize resources already set aside with substantial input from partners especially ANDMA. The ANDS process needs to be informed by the HFA Monitor and VFL while a linkage is established with UN's PMUNA and the ANDS Information Management/ Monitoring and Evaluation System.

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[46] Annex V-Poverty Reduction Strategy Papers, Preparing a United Nations Development Assistance Framework, in UNISDR, Worlds into Action, Untied Naitons, Geneva, 2007, pp. 157-161.

Formal and informal collaborative mechanisms. Capacity building is taking place in the line ministries, the various government agencies and local government bodies. As an important component of the whole-of-government movement, DRR epitomized in Social Protection Sector and Natural Resources Management Sector, cuts across the many development and humanitarian concerns, especially in the area of poverty alleviation and lately, even in relation to peacebuilding.

The emerging roles of the National DRR Platform are that of information clearinghouse and the host of feedback mechanism. This means regular meetings, task forces for prioritized SNAP programmes/projects, and generally information sharing. The Cluster Approach is another mechanism where relevant line ministries can actively participate. Instruments such as memorandum of agreement or memorandum of understanding will leverage DRR more firmly into the work plans of collaborating agencies and organizations.

Other formal mechanisms committees, joint training (as proposed in the National Capacity Building Programme), creation of liaison positions or groups; transfer of staff between agencies, sending copies of reports to heads of other agencies and concerned organizations, adherence to a single report format by two or more cooperating agencies, contracting out an independent monitoring and evaluation entity, merging of agencies, and creation of initiatives (financial, promotion, professional) to encourage working on joint projects.

Informal mechanisms take the form of lending of resources such as personnel and transport by one agency/organization to another on an informal basis, use of formal information systems by decision makers, encouragement of informal communication between agency staff (through staff retreats, occasional seminars), having participant agency office in the same location, periodic meetings of decision makers on an informal basis, staff participation, use of supportive management style by agency, and utilization of bargaining strategy with other actors rather than reliance on present rules.

Secretariat of the National DRR Platform. ANDMA serve as the Secretariat of the National Commission. As the Afghanistan focal agency for DRR, the Secretariat function of the National DRR Platform logically belongs to ANDMA. The proposed technical unit in ANDMA to facilitate coordination among the stakeholders in various aspects of disaster risk management may be conceived as an organic part of the ANDMA. Considering the salary, office space and equipment requirements, funding opportunities must be studied carefully; also, formal collaboration mechanisms such as creation of liaison positions (DRR focal point) with key agencies and/or having staff from partner agency/organization seconded to ANDMA for specific purposes may be explored.

Aid mechanism and financial instruments. The financial instruments to fund programmes and projects in the country consist of the national budget and external budget. National budget is disbursed either from direct budget support or trust funds. DRR expenditure items in the ANDS are found in a few sectors although mainly in Social Protection Sector. The integration of DRR into development projects and plans, as well as day-to-day is a manifestation of risk management. Risk management is a sound approach to programme/project management; it minimizes risks in investment decisions and to address operational risks such as those of operational disruption, environmental damage, negative social impacts, and damage from fire and natural hazards. Uncertainties in programmes/projects will be managed to minimize potential harm and loss by going through the risk management process: risk assessment and analysis, the implementation of strategies and specific actions to control, reduce and transfer risks.

When budgets are clearly allocated for DRR, it follows that aid from the different donors shall be

Adjusted accordingly. SNAP can re-direct aid where it is really needed or can provide the risk-sensitive alternative to avoid losses. With appropriate monitoring and evaluation of all SNAP programmes/projects, aid effectiveness can be attained.

Security. Field-level experiences vary from place to place and time to time. So does the security issue. Often mentioned as a threat to DRR-related activities, insecurity (conflict, violence) though generally attributed to identified localities is difficult to predict. Insecurity may stem from poverty and weak governance as community members join militias or armed groups. Part of the solution is poverty alleviation and good governance then. These means empowerment and livelihood improvement. CDD has been seen as an approach to disaster management and rebuilding communities. As community relations strengthen, CDD also mitigate the impacts of conflict and support the reconstruction-to-development transition. Conditions may improve as incomes rise and opportunities for a better life survives.

Complementarity of DRR Activities. The draft 2010 NDMP proposes a time bound programme that contributes towards achieving the HFA goals in the NDRRP section.[47] Taking 2010 as the base year for assessing national-level capacity, the programme's six "principal components" and their respective nodal authorities/lead agencies are: (1) Institutionalization and Mainstreaming – NDMC/ANDMA; (2) Safe Schools – Ministry of Education; (3) Hospital Safety – Ministry of Public Health; (4) Resilient Cities – Ministry of Urban Development; (5) Early Warning – Ministry of Information and Culture; and (6) Preparedness for Effective Response – ANDMA. Components 2, 3 and 4 are not explicitly identified among the SNAP programmes and projects, while the rest matches.

The activities of the said components generally have the following milestones: awareness-raising; assessment of safety and putting safe construction into practice. They are them basically implicit among the SNAP activities in projects such as National Disaster Risk Reduction Capacity Building programme (No. 1), National Early Warning System (No. 4), National Disaster Risk Reduction Awareness Programme (No. 5), and Building Communities through Disaster Resilience (No. 7).

Currently, the UNDP/NDMP has been pursuing activities to increase disaster awareness and preparedness among teachers and school children. If successful, these activities necessarily leads to aims of greater scope such as safely constructed schools, which is the output desired in Component 2. It is thus recommended that succeeding promotion and hardware-oriented project activities be taken up along with or to be embedded in the appropriate SNAP programme (such as the National Disaster Risk Reduction Awareness Programme for the former, and Building Communities through Disaster Resilience for the latter) in future when the level of priority is perceived high. The National Disaster Risk Reduction Capacity Building Programme is meant to sensitize sectoral ministry personnel and officials on DRR. The ripeness (or readiness) to undertake the step of actual construction is dependent on uncertain factors that may make the whole effort either succeed or fail. In other words, significant or total achievement within a ten year span (2010-2020) as supposed in the NDRRP, optimistic as it is, may not be feasible, especially when the requisite elements to initiate the step are not there. The SNAP programmes and projects should however incorporate the criteria necessary to instill what the ideal state is in terms of safe construction. The formulation of a national building code is desired, however implementing and making it work for a variety of building types and uses is another. The outstanding facet of UNISDR's World Disaster Reduction (WDR) campaigns[48] is the prospective societal impact of inculcating a culture of safety and resilience in young minds such as students, and respected professionals such as teachers and doctors.

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[47] UNDP/NDMP, 2010, p. 19.

[48] As a global advocacy body, the UNISDR has been focusing on a theme through awareness-raising or capacity building programmes, projects or initiatives since 12 October 2006, the International Disaster Reduction Day.

The UNISDR World Disaster Reduction theme for 2010-2011 is "Making Resilient Cities." The themes over the past few years have been "Learning" in 2004-2005, Disaster Risk Reduction Begins at School" (or "Safe Schools") in 2006-2007 and "Hospitals Safefrom Disasters" (or "Safer Hospitals") in 2008-2009. UNISDR-Asia and Pacific has on on-going advocacy called "One Million Safe Schools and Hospitals Campaign" goes beyond raising awareness and moving children, teachers, parents, medical doctors, technicians, administrators, government, and the public to take action. The first step is making a pledge in this global initiative aimed at creating a demand to ensure safety of schools and hospitals from disasters.

From this campaign, a significant number of good practices to learn from have been reported. Useful guides to help stakeholders commit to and support the campaign goals are made available widely. Innovative practices and role models are nominated to the prestigious "UN-Sasakawa Award on Disaster Reduction." All are encouraged to record achievements in the national reporting process of HFA implementation. Centering on these themes, participating stakeholders can be supported by UNISDR in organizing policy dialogues, workshops and other events at the global and regional level; information and knowledge support; learning opportunities.

VI. Way Forward

SNAP as a tool for DRR has become established in many countries.[49] SNAP in Afghanistan is different because the process reflects a bottom-up approach not seen before with NGOs and CSOs joining hands with government and international organizations (IOs) in getting the National DRR Platform underway.

It would seem that the stakeholders are sensitized to protect themselves however Afghanistan, while reconstructing after the war remains a multi-cultural society which can be fractious at times, and offers a select mix of intense strategic programmes and plans with common objectives that unite rather than divide. The environment and agricultural lands, that have undergone significant man-induced changes during the past three decades present harsh conditions and development challenges.

The Afghan people have endured a series of setbacks in the last three decades. Since 2001, the Afghanistan Government, with support from the international community has been struggling to bring normalcy to the lives of men, women and children and rebuild society and its institutions through the promotion of viable livelihoods, reliable health services, equal access to education, improvement of women's status, and the provision of other basic human needs such as shelter, safe water and sanitation. Gains from reconstruction and recovery during the last years need to be safeguarded.

While it the State's responsibility to protect its citizens, the State alone cannot completely prevent losses and negative impacts caused by natural hazards. As Afghanistan's Constitutions states, every Afghan is duty-bound to actively participate in times of disaster. However, lessons learned within and outside the country have taught the wisdom of pre-disaster planning, preparedness and mitigation.

The SNAP programmes and projects are consistent with the goal of achieving the MDGs. While DRR is directly or indirectly relevant to all MDGs, SNAP specifically, will in the long run ensure constancy in achieving environmental sustainability (MDG#7) and eradicating extreme poverty, hunger, and food security (MDG#5). Through these, disaster risk reduction at different levels can contribute to community and national solidarity as environmental threats are consistently and strategically dealt with, and demonstrated by reduction in losses. It assembles the development and humanitarian players to jointly undertake or pursue activities which potentially draw synergy while rely on the strengths and optimizing opportunities laid open to all.

The SNAP with a time frame of five years outlines the strategic objectives that will help attain the vision of "A Safer and More Resilient Afghanistan" in line with the HFA's goals and priorities for action for 2005-2015. ANDS is a five-year strategy until 2013, which is the year when the Country Programme Action Plan (CPAP) and UNDAF end as well. The year marks a midpoint in the SNAP timeline. It can then be expected that the activities for the next planning cycle of the Social Protection Sector can be more robustly structured in terms DRR barring constraints. This DRR integration process into ANDS, CPAP and UNDAF is critical as funding support from donors is mobilized. With the ANDMA as Secretariat, the National DRR Platform is counted on to vigorously communicate with various stakeholders through dialogues and information sharing.

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[49]Countries that have adopted or have completed SNAP include Cambodia, Indonesia, Maldives, Thailand, and Vanuatu among others.

The Cluster Approach with the Early Recovery network as an additional mechanism needs to be pursued to the fullest possible with the nodal agencies working closely together with humanitarian assistance groups and international aid agencies. In tandem with the National DRR Platform, the Cluster Approach will help build capacities as gaps are continually assessed and solutions worked out in teamwork fashion.

As opposed to past practice, DRR project ideas will gradually no longer be donor-driven but instead generated from the Afghanistan stakeholders themselves. A mixture of both types of activities is emerging. Results of studies over the last seven years have been validated by the participatory SNAP process. A convergence has been achieved in the SNAP especially as fundamentals are kept high in the priority agenda.

The DRR interface with the peace building efforts is a latent force in national building. With this in mind, institutional capacity development at national and sub-national levels must proceed as the populace are kept out of harm's way, motivated and equipped by their own preparedness and with capable support from government and its partners.

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ANNEX C - Multistakeholder Workshop on Hyogo Framework for Action and SNAP, 23-24 November 2010

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ANNEX D - Linkages between the Strategic National Action Plan (SNAP) and the Afghanistan National Development Strategy (ANDS).

SNAP programme/ project	Policy actions or activities under Afghanistan National Development Strategy Pillars/Sectors		
	Good Governance	Social Protection and Refugees	Economic & Social Development
1. Capacity Building Program	o Establish an effective system of disaster preparedness and response <ADNMA, IDLG>	(Disaster preparedness) o Adjust the legislation to clearly reflect the leading role of the ANDMA in coordinating the national efforts for disaster preparedness and response but also for implementing key programs and projects <GoA, ANDMA> o Establish a coordination network of NGOs which are working in the filed of DRR by creating department of NGOs in ANDMA structure <ANDMA> o Establish ANDMA's offices along with the operational centers <ANDMA> o Integrate DRR in national and sub-national policies and plans – all responsible line ministries <ANDMA, all ministries>	Agriculture and rural development o Special focus to gender issues in policies and plans and their implementation <MAIL, MRRD>
2. Information Management initiative		(Social protection) o Complete collecting information related to risks and vulnerabilities at the national and sub-national level and finalizes disaster risk analysis <ANDMA> (Disaster preparedness) o Develop back-up communication system based on Codan <ANDMA>	o Establish and operationalize a system for mitigation, preparedness and response to natural disasters and plant/animal diseases and epidemics <MAIL, MRRD>
3. Research &		Disaster preparedness	

Evaluation		Establish academic consultation network with academy of science, faculty of engineering and Politechnic University for designing, preventing & mitigating project <ANDMA>	
4. Early Warning System		(Disaster preparedness) o Complete collecting information related to risks and vulnerabilities at the national and sub-national level and finalize disaster risk analysis <ANMDA)	Agriculture and rural development o Support the establishment of disaster early warning system <MAIL, MRRD, IDLG>
5. Awareness Program		o Improve public awareness activities and raise national awareness about disaster risks and vulnerabilities <ANDMA>	
6. Building Communities		Social protection o Develop the project for establishing community based insurance scheme <MoL, SAMD, MoF> o Develop the policy and criteria for supporting victims of natural disasters <President's Office, ANDMA> o Develop the new public works program (Greening of Afghanistan) to support re-foresting <MAIL> o Establish on pilot basis, the Crop Insurance Scheme at least in two provinces <MoF, MoL, SAMD> (Disaster preparedness) o Establish community emergency response system <ANDMA> o Integrate DRR in national and sub-national policies and plans – all responsible line ministries <ANDMA, all ministries>	Agriculture and rural development o Establish and operationalize a system for mitigation, preparedness and response to natural disasters and plant/animal diseases and epidemics <MAIL, MRRD>
7. Disaster Preparedness		Social protection o Develop a guideline for disaster preparedness and response planning <ANDMA>	Agriculture and rural development o Establish and operationalize a system for mitigation, preparedness and response to

| | | o Develop (standardized operation procedures or SOPs) for quick assessment and response, reporting and for rapid mobilization of international assistance <ANDMA, line ministries>
(Disaster preparedness)
o Establish Emergency Operation Centers (EOCs) at the provincial level <ANDMA, Governors>
o Establish response centers and teams at the regional level <ANDMA>
o Construct 12 regional storage structures for relief aid and equipment <ANDMA>
o Approve regular annual plans for disaster preparedness/ response <GoA>
o Develop and operationalize the provincial disaster management plans | natural disasters and plant/animal diseases and epidemics <MAIL, MRRD> |