



**ISLAMIC REPUBLIC OF AFGHANISTAN  
MINISTRY OF RURAL REHABILITATION AND DEVELOPMENT**

**DISASTER MANAGEMENT STRATEGY**

**(1393 – 1396) – (2014 – 2017)**

## INDEX

<b>LIST OF ACRONYMS AND ABBREVIATIONS.....</b>	<b>5</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>7</b>
<b>RATIONALE AND SCOPE FOR THE STRATEGY .....</b>	<b>9</b>
1.1. Weaknesses and Challenges .....	10
1.1.1. Lack of Capacity and coordination .....	10
1.1.2. Knowledge Management and Research .....	10
1.1.3. Funding Gaps.....	11
1.2. Strengths and Opportunities.....	11
1.2.1. Access to Rural Afghanistan.....	12
1.2.2. Local Governance and Community Level Engagement.....	12
<b>2. POLICY ENVIRONMENT AND INSTITUTIONAL ARRANGEMENT .....</b>	<b>12</b>
2.1. United Nations - International Strategy for Disaster Risk Reduction .....	13
2.2. Global Facility For Disaster Risk Reduction (GFDRR) .....	13
2.3. Afghanistan Millennium Development Goals .....	14
2.4. SAARC Disaster Management Centre (SDMC) .....	14
2.5. Regional Consultative Committee on Disaster Management (RCC) .....	14
2.6. High Commission of Disaster Management (HCDM) .....	15
2.7. Afghanistan National Disaster Management Authority (ANDMA) .....	15
2.8. National Disaster Management Law.....	15
2.9. MRRD strategies with regards to risk reduction .....	16
2.10. Social Protection Directorate (SPD) at MRRD .....	16
<b>3. OVERVIEW OF THE STRATEGY AND CONCEPTUAL FRAMEWORK.....</b>	<b>17</b>
3.1 Key Components in the Strategy .....	18
3.1.1. Emergency Response and Immediate Relief.....	18
3.1.2. Recovery.....	18
Rehabilitation and Reconstruction .....	18

3.1.3. Disaster Preparedness .....	19
Standard Operating Procedures .....	19
3.1.4. Disaster Mitigation.....	19
Institutional set-up for capacity development and coordination.....	20
Advocacy .....	20
Resource mobilisation and Financial Arrangements .....	20
3.2 Co-ordination Mechanisms .....	20
3.2.1. Working with MRRD Programmes, Directorates and Units.....	20
3.2.2. Disaster Management Working Group .....	21
3.2.3. Working with other sectors and communities .....	21
3.2.4. Other Ministries’ strategies and coordination mechanism .....	21
3.2.5. Local Non-Governmental Organisations (NGO) and Facilitating Partners of MRRD .....	21
3.2.6. International partners.....	21
3.2.7. Institutional arrangements at provincial and district levels .....	22
<b>4. CORE PRINCIPLES UNDERLYING THE STRATEGY.....</b>	<b>22</b>
<b>5. CRITICAL ASSUMPTIONS .....</b>	<b>23</b>
<b>6. STRATEGY FRAMEWORK.....</b>	<b>23</b>
6.1. Vision.....	23
6.2. Mission .....	23
6.3. Strategic Objectives .....	24
<b>7. LOGICAL FRAMEWORK .....</b>	<b>27</b>
<b>APPENDIX 1: MRRD PROGRAMMES AND DIRECTORATES .....</b>	<b>30</b>

## Minister's Foreword

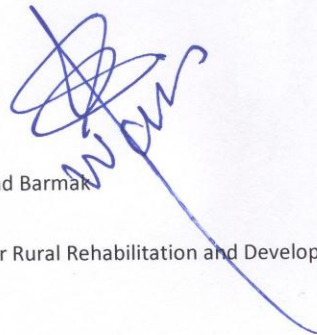
Environmental issues in Afghanistan predate the political turmoil of the past few years, today disaster management and climate change are now amongst the greatest problems of our country. Landslides, earthquakes, floods, and avalanches continue to affect our rural communities, and their livelihoods. While there are government structures and disaster management plans in place, there now needs to be strategic and defined measures from a development perspective.

As well as my role as Minister for Rural Rehabilitation and Development I am also the Vice Chairman for the High Commission for Disaster Management and hold a key responsibility in mainstreaming disaster risk reduction activities in rural development programmes through communication, coordination, community resilience, reconstruction, rehabilitation, and emergency response.

Under my leadership, we have been able to contribute to post-disaster activities through emergency response ensuring that the immediate needs of the vulnerable communities are addressed systematically and in a timely manner.

I envision that through this strategy MRRD-led development programmes will be able to provide support in pre and post disaster and risk management activities in the country.

I take this opportunity to approve this strategy, and to thank the MRRD team, under the leadership of Deputy Minister for Programmes, Mohammed Tariq Ismat, for their hard work in producing the strategy. I would also like to thank the international community for giving significant feedback on the strategy.



Wais Ahmad Barmak  
Minister  
Ministry for Rural Rehabilitation and Development (MRRD)

## LIST OF ACRONYMS AND ABBREVIATIONS

ACBAR	Agency for coordinating Body for Afghan Relief
ADPC	Asian Disaster Preparedness Centre
AIRD	Afghanistan Institute for Rural Development
ANDMA	Afghanistan National Disaster Management Authority
ANDS	Afghanistan National Development Strategy
AREDP	Afghanistan Rural Enterprise Development Programme
ARD	Agriculture and Rural Development
ASERD	Afghanistan Sustainable Energy for Rural Development
CARD-F	Comprehensive Agriculture and Rural Development Facility
CDCs	Community Development Councils
CHAP	Common Humanitarian Action Plan for Afghanistan
DCCs	District Coordination Councils
DDAs	District Development Assemblies
DMS	Discussions on mainstreaming
DRR	Disaster Risk Reduction
EPSWG	Emergency Preparedness Sub Working Group
ERU	Emergency Response Unit
FAO	Food and Agriculture Organisation
FAU	Food Assistance Unit
FFW-FFA	Food For Work - Annual Food Allocation
GIS	Geographic Information System
IFRC/ARCS	International Federation of Red Cross and Red Crescent Societies/International Afghan Red Crescent Society
HCDM	High Commission of Disaster Management
HCT	Humanitarian Country Team
HFA	Hyogo Framework of Action
HR	Human Resources
IDPs	Internally Displaced Persons
INGO	International Non-Governmental Organizations
MDGs	Millennium Development Goals
MAIL	Ministry of Irrigation Agriculture and Livestock
MCN	Ministry of Counter Narcotics
MDRD	Mainstreaming Disaster Risk Reduction into Development
M&E	Monitoring and Evaluation
MoPW	Ministry of Public Works
MoU	Memorandum of Understanding
MRRD	Ministry of Rural Rehabilitation and Development
NABDP	National Area Based Development Programme
NCDM	National Commission for Emergency and Disaster Management
NDMC	National commission for Disaster Management
NEPA	National Environment Protection Agency
NGO	Non-Governmental Organization
NPP	National Priority Programme
NRAP	National Rural Access Programme
NSP	National Solidarity Programme
PCE	Participatory Community Empowerment

PDMC	Provincial Disaster Management Commission
PRRDs	Provincial MRRD directorates
RCC	Regional Consultative Committee
RRD	Rural Development Directorate
RU	Reintegration Unit
RuWatSip	Rural Water Sanitation and Irrigation Programme
SAARC	South Asian Association for Regional Cooperation
SDMC	SAARC Disaster Management Centre
SME	Small and Medium Enterprise
SOP	Standard Operating Procedure
SPD	Social Protection Department
SRFF	Standby Recovery Financing Facility
ToR	Term of Reference
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNCHS	The United Nations Human Settlements Programme
UNDP	United Nations Development Programme
UNHCR	The UN Refugee Agency
UNICEF	The United Nations Children's Fund
UNISDR	International Strategy for Disaster Risk Reduction
UN/OCHA	UN office for the Coordination of Humanitarian Affairs
UNOPS	The United Nations Office for Project Services
WFP	World Food Programme

## EXECUTIVE SUMMARY

Afghanistan is exposed to multiple, predictable and recurrent natural hazards which are exacerbated by on-going climate change. Afghanistan is ranked twelfth on the seismic risk index, twenty-second on the drought risk index, twenty-fourth on the flood risk index, thirtieth on the landslide risk index and eighty-second on the severe storm risk index. The economic and human impact of these recurrent disasters is devastating.

The trend in natural disaster incidents from 1970 to 2012 shows that earthquakes caused the highest loss of life (9,236 out of 20,237 killed), drought affected the most people (6,510,000 out of 9,275,327 people affected) and flooding caused the most economic damage (USD \$396 million out of USD \$597 million lost). In 2012, 383 natural disaster incidents were recorded in 195 districts. They resulted in 4790 deaths, affected 258,364 people and damaged or destroyed 29,374 homes (OCHA, 2012).

The Ministry of Rural Rehabilitation and Development's (MRRD) has identified Disaster Management as a cross-cutting issue in its five year strategic intent (2010-2014). The Ministry is committed to promote sustainable development through its three development pillars of infrastructure, economic development and local governance.

MRRD - Disaster Management Strategy has been developed to give special attention to individuals and communities who are most vulnerable when disasters occur. The strategy also aims to address vulnerabilities caused by disaster leading to displacement, loss of homes, loss of livelihoods, separation of families or loss of social and traditional networks. The strategy will focus on pre and post disaster activities for disaster resilient rural Afghanistan.

MRRD's National programmes, namely Afghanistan Rural Enterprise Development Programme (AREDP), National Area Based Development Project (NABDP), the National Solidarity Programme (NSP), Rural Water Sanitation and Irrigation Programme (RuWatSIP), National Rural Access Programme (NRAP) and Comprehensive Agriculture and Rural Development – Facility (CARD-F) has huge potential to reduce the social and economic vulnerabilities of rural people by addressing the determinants of disasters, and disaster development nexus. The strategy focuses on mobilizing these MRRD programmes by mainstreaming disaster risk reduction strategies.

The Social Protection Directorate (SPD) of MRRD was established for disaster response, early recovery and mitigation of disasters. It works in close coordination with MRRD's national programmes (see Appendix 1) as well as external stakeholders. It facilitates the implementation of activities at the community-level with the help of Rural Development Directorates (RRDs) at Provincial level.

SPD is a civil service Directorate of MRRD and is mandated to respond to natural, environmental and other shocks or disasters by mobilizing and facilitating resources for people affected by disaster. It is responsible for educating people in disaster-prone areas on how to cope with natural hazards. It is also mandated to facilitate resources for the livelihoods of returnees and IDPs within Afghanistan to make sure that aid reaches those

individuals and communities in need. SPD undertake these activities in close co-ordination and co-operation with MRRD-led programmes who further engage in the implementation of disaster risk reduction activities.

This strategy aims to expand co-ordination and collaboration within MRRD Programmes to the greater benefit of those affected by natural hazards. This strategy will help in establishing focused directions in shaping interventions for disaster management, improving cohesiveness, and reducing or removing duplication of efforts amongst internal and external stakeholders.

The strategy is linked to MRRD's 1389-1393 Strategic Intent<sup>1</sup> in relation to disaster management, Afghan National Development Strategy (ANDS), which seeks to make Afghanistan a disaster-resilient country through promoting sustainable development as well it draws its strengths from regional and international commitments such as the Hyogo Framework of Action (HFA).

The strategy is developed for the next four years (2014 – 2018) and lends its focus towards institutional mainstreaming, capacity development, knowledge management, institutional linkages, implementation mechanism and key activities for disaster management by addressing the social and economic needs of vulnerable groups pre and post disasters using equitable approaches in coordination with key stakeholders within the Ministry as well as externally. The strategic objectives are outlined below:

**Strategic Objective 1:** Institutionalise and integrate risk reduction systems in MRRD's development Programmes and Directorates for disaster resilient communities to mitigate and respond to the risks of disasters.

**Strategic Objective 2:** Capacity building and Develop a knowledge management system and research environment to maximise the impact of, and value of, MRRDs activities in disaster risk and disaster reduction.

**Strategic Objective 3:** Addressing the social and economic marginalisation of those more vulnerable to disasters and the underlying root causes of vulnerabilities.

**Strategic Objective 4:** Address Disaster Recovery needs of the community, and provision of Emergency Response and Immediate Relief within MRRD programmes.

---

<sup>1</sup> The Strategic Intent is likely to be revised in 2014-2015 and the Disaster Management Strategy should be revised following the changes reflected in the new MRRD strategy.



## **RATIONALE AND SCOPE FOR THE STRATEGY**

Afghanistan is exposed to multiple, predictable and recurrent natural hazards which are exacerbated by on-going climate change and protracted years of conflict. The most common natural hazards are floods and earthquakes, followed by droughts, landslides and avalanches, affecting more than 250,000 people annually. Major emergencies in recent years include: (a) droughts in 2011; (b) extreme cold temperatures in 2012; and, (c) an earthquake measuring 5.7 magnitude damaging or destroying 3,758 homes in Nangarhar and Kunar provinces located in eastern Afghanistan in April 2013.

According to the World Risk Report (2012:20 - 21) Afghanistan is ranked third in terms of the 15 most vulnerable countries, and first as a country with the lowest coping capacity. Its risk level stands at position 40 with a risk index of 9.79% against world risk ranking. This means any small trigger or shock can easily progress to disastrous levels due to high vulnerability and low capacity.

This strategy acknowledges the particular vulnerabilities of women, IDPs, migrants, pastoral communities, returnees, children, the elderly, people living with disabilities, and families and individuals living in poverty.

The scope of this strategy is limited to the work of MRRD, and complements the ambitions of the MRRD Strategic Intent, it will also be used to inform, help, shape and guide the national agenda for disaster management by strengthening MRRD's participation in the High Commission of Disaster Management. It will be applicable for four years (2014-2018) with subject to revision after the new strategic intent of MRRD in 2014/2015.

Afghanistan's situation is exacerbated by poverty, poor living conditions and farming (rain fed farming, low crop diversity and constraints in off-farm livelihood support) as well as livelihood practices. The country's high level of poverty, lack of livelihood and income generating opportunities, as well as chronic health problems, adds to the country's vulnerability toward managing disaster-related risks. Chronically impoverished and conflict-ridden communities are so vulnerable that even small-scale natural hazards can have devastating effects on individual's lives. With extremes in climate and tough geo-physical conditions, the inherent vulnerabilities of the communities are high.

Frequent occurrences of disasters and a low coping capacity of many communities compound the risks. Their status makes it difficult for them to access disaster recovery planning, capacity building and training programmes, income generating activities or participate in governance structures. This ultimately adds to their social and economic vulnerabilities and poor state of infrastructure.

Additionally, damaged infrastructure, lack of basic services (economic, water, energy etc.), and insufficient disaster response and preparedness mechanisms – as well as limited government capacity and economic development – further compound vulnerabilities in many affected communities. Furthermore, the security situation in some parts of the country also limits access to humanitarian assistance.

Also, there is lack of engagement of women in disaster risk reduction activities and gender norms affect women's access to assistance in the face of natural disaster hazards. The low literacy levels and status of women makes it difficult to empower women to promote resiliency within their communities. Women lack social capital, networks and influence and do not have access to resources, or have no control over land and economic resources that are considered to be vital in disaster preparedness, mitigation and rehabilitation.

The poorest and most marginalised people are also the most difficult to reach when trying to increase awareness, due to geographic challenges and lack of infrastructure. The socio-economic marginalisation of certain ethnic groups and absence in the political decision-making process within local governments often results in lack of representation for the most deprived groups. This hinders their ability to participate fully in the governance and development process.

### **1.1. Weaknesses and Challenges**

At the national level a number of challenges exist. Natural hazards such as earthquakes, floods, droughts, etc. are still ever present due to lack of disaster risk reduction at the national level, lack of financial resources as well due to climate and insecurity in the region. There are major gaps in establishing the effective disaster risk management system at the country level. Some of the components that need special attention if Afghanistan is to become a risk resilient country include: (a) disaster recovery; (b) comprehensive risk assessment; (c) data and compiled form of data for better programming; (d) coordination among agencies; (e) absence of an effective Early Warning System; (f) institutional and individual capacities in area of disaster management; and, (g) dedicated resources.

While the aforementioned are some of the challenges at a national level, at MRRD the following are the issues that still remain challenges for rural Afghanistan:

#### **1.1.1. Lack of Capacity and coordination**

Some of the specific challenges Afghanistan facing today that makes management of disasters more difficult and aggravates the situation at the provincial, district and village levels are lack of communication and coordination between different national, international and governmental agencies. While civil servants' capacity has increased over the past decade, great disparities remain across the country.

- Remote and/ or insecure districts face considerable challenges to attract and retain capable staff;
- Dedicated Disaster Management capacity development mechanism is not available in MRRD;
- MRRD Programmes and Directorates are yet to incorporate the cross cutting issue of disaster management in their programmatic areas; and
- Programmes and Directorates do not have suitable coordination mechanisms to facilitate disaster management activities.

#### **1.1.2. Knowledge Management and Research**

There has been little research and examination on the critical gaps in contingency plans and planning for implementing partners for effective emergency preparedness and response at village and district levels. Moreover, gender sensitive data is largely missing in the country. Evidence suggests that women and men may suffer different negative consequences following a disaster. It is not clear whether this is because of socially determined differences in women's and men's roles and status, or as a result of the interaction of social and biological factors.<sup>2</sup>

---

<sup>2</sup> WHO Regional Office for the Eastern Mediterranean. ND. *Gender and Disasters in the Eastern Mediterranean Region*. Cairo: WHO Regional Office for the Eastern Mediterranean.

According to the available demographic data, the distribution of the population varies dramatically across the country. Different geographical locations predict and pose unique challenges. It is known that Afghanistan is largely a rural country; the rural population account for nearly 80% of the national population. One in two people is classified as poor. The main characteristic of rural poverty is high food insecurity and a lack of access to infrastructure and basic public services. 39% of people in urban areas and 69% in rural areas have no access to safe water.

Weaknesses also stem from:

- Lack of centralized data management system for disasters and disaster management in the country.
- Lack of a consolidated risk profile of the country for proper programming and planning.
- There is no effective monitoring and evaluation mechanism to assess the impacts of intervention in context of disaster mitigation.

The key challenge is conducting a national vulnerability and risk assessment and strengthening the Disaster Information Management System to be disaggregated by, at a minimum, sex, age, demographic and geographic mapping of population groups, in order to have a better understanding of which groups are, at risk, vulnerable and marginalized. While it is important that in human rights language priority needs to be given to the marginalised community, it is also vital to understand that nearly everyone in the country has been affected by the decades of conflict.

### **1.1.3. Funding Gaps**

The funding gap is certainly being felt by a majority of the population and could further fuel conflict if appropriate measures are not employed. MRRD continues to work closely with donor countries and agencies to adequately meet the urgent and timely need for equitable development benefiting rural Afghanistan in terms of infrastructure, economic development and local governance. Additional funding will be required for institutional strengthening and capacity development of SPD-MRRD staff at central and sub-national levels so that it can demonstrate growing capacity to incorporate and implement disaster risk reduction strategies into the programmes.

## **1.2. Strengths and Opportunities**

Considering the disaster management situation at national level some initiatives have been taken. The country passed a Disaster Management Law to streamline the Disaster Management process in the country, High Commission of Disaster Management (HCDM) formerly known as National commission for Disaster Management (NDMC) was established at National level to provide policy support to Afghanistan National Disaster Management Authority (ANDMA). Moreover, ANDMA with a coordination role exist as an interface with the provincial authorities to monitor conditions and coordinate support as and when required. Additionally, Provincial Disaster Management Committees are established under the chair of Provincial Governor. Afghanistan is signatory to a number of national and international commitments, which includes Afghanistan's membership to SAARC disaster management centre as well as the country is signatory to the Hyogo Framework for Action (HFA) a commitment for institutionalisation of disaster management in the country.

SPD at MRRD facilitates the disaster management activities at national and provincial level. MRRD strategic intent focuses on the root causes of social vulnerabilities such as infrastructure, economic development and poverty reduction and it has the potential to reduce the vulnerability to natural disaster.

A few trained human resources with limited capacity are available in the MRRD Directorate and RRD level for implementation of disaster management activities. However, as outlined in the challenges above, capacity development remains one of the biggest weaknesses where disaster management efforts are most needed.

#### **1.2.1. Access to Rural Afghanistan**

MRRD implements the largest rural development programmes to reduce the social and economic vulnerabilities of the country and the Minister is the Vice Chair for High Commission of Disaster Management (HCDM). At country level MRRD is at an advantage to utilise its current structures using the District Development Assemblies (DDAs or future DCCs) and Community Development Councils (CDCs) to create a system whereby disaster risk management systems and plans can be initiated at province, district, and community levels. MRRD has access to 95% of rural Afghanistan that could ensure maximal coverage without undermining the geographical equity of public service delivery.

UNOCHA Regional Contingency Plan based on the seasonal calendar of disasters is one of the other strengths wherein a number of stakeholders coordinate together for sharing the collective responsibilities of stockpiling resource materials, organise collective Post Disaster Need Assessment and are able to provide the timely emergency response required even in remote locations with prior arrangements of improved mechanism and resources.

Additionally, the Geographic Information System, which is currently maintained by SPD, MRRD can be enhanced and improved to conduct data mapping exercises; vulnerability, habitation, vulnerable location, and hazard prone locations risk assessments.

#### **1.2.2. Local Governance and Community Level Engagement**

The strategy will be implemented by engaging DDAs (future DCCs), and CDCs within the Ministry's development programmes. DDAs and CDCs are the two most important stakeholders at the district and community level respectively. CDC refers to the elected councils established at community level under the auspices of MRRD, to serve as a communities' decision-making body. CDCs are responsible for planning, preparation, implementation and supervision of development projects, and liaison between the communities, and Government and non-governmental organizations.

District Development Assemblies (DDAs) are district-level Shuras that are democratically elected. They are represented by Community Development Councils (CDCs), which are mainly focused on planning, implementation and monitoring of rural development activities as local governance institutions at the district level. These local development institutions play an important role in minimizing the gap between the communities and provinces. DDAs are the main gateway for development activities at the district level.

The two structures are useful in managing conflict and to developing a resilient population that contributes towards economic and social development should hazardous events occur. The structures will be used in order to achieve the strategic objectives of this strategy.

## **2. POLICY ENVIRONMENT AND INSTITUTIONAL ARRANGEMENT**

The Government of Afghanistan is signatory to national, regional and international treaties, conventions and commitments as well as party to institutional arrangements to reduce the effects of disasters and respond to pre- and post- disasters. The commitments described below guides the strategy in terms of its priorities and implementation.

## 2.1. United Nations - International Strategy for Disaster Risk Reduction

The United Nations Office for Disaster Risk Reduction (UNISDR) is the focal point for coordination of disaster risk reduction and implementation of International Strategy for Disaster Risk Reduction. Additionally, UNISDR has been tasked with supporting the “Hyogo Declaration and the Hyogo Framework<sup>3</sup> for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters” - a framework, which was adopted by the world conference on disaster reduction, held in Kobe, Hyogo, Japan in January 2005.

The Hyogo Framework for Action (HFA) tasked UNISDR to support the implementation of HFA. UNISDR is reviewing the implementation of HFA framework globally to set the agenda and goal for post HFA after 2015. The framework set three strategic goals and five priority action areas for the countries party to HFA such as Afghanistan to concentrate their efforts to make countries disaster resilient.

### HFA Strategic Goals:

- (i) The more effective integration of disaster risk reduction into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.
- (ii) The development and strengthening of institutions, mechanisms and capacities at all levels in particular at the community level that can systematically contribute to building resilience to hazards.
- (iii) The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of the affected communities.

### HFA Five Priority Action Areas

- (i.) Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation,
- (ii.) Identify assess and monitor disaster risks and enhance early warning,
- (iii.) Use knowledge, innovation and education to build a culture of safety and resilience at all levels,
- (iv.) Reduce the underlying risk factors,
- (v.) Strengthen disaster preparedness for effective response at all levels.

## 2.2. Global Facility For Disaster Risk Reduction (GFDRR)

GFDRR was established in September 2006 jointly by the World Bank, donor partners (21 countries and 4 International organization), and key stakeholders of the International Strategy for Disaster Reduction (UN-ISDR). It is a long-term global partnership under the ISDR system established to develop and implement the HFA through a coordinated programme for reversing the trend in disaster losses by 2015. Its mission is to mainstream disaster reduction and climate change adaptation in country development strategies to reduce vulnerability to natural hazards. At the national and local level it also includes other

---

<sup>3</sup> Hyogo Framework for Action (2005-2015): <http://www.unisdr.org/we/co-ordinate/hfa>

sectoral development strategies that the country's most vulnerable to natural disasters may undertake to alleviate poverty and address sustainable growth. GFDRR has three main business lines to achieve its development objectives at the global, regional and country levels.

Track-I: Global and Regional Partnerships (to strengthen and re-organise ISDR processes to increase its outreach)

Track-II: Mainstreaming Disaster Risk Reduction (DRR) in Development (benefits low to medium income countries. Supports sectoral projects like health, education and research etc)

Track-III: Standby Recovery Financing Facility (SRFF) for Accelerated Disaster Recovery (focuses in low income countries)

### **2.3. Afghanistan Millennium Development Goals**

The strategy also draws its strengths from international commitments such as Afghanistan MDGs (MDG 1, 3 and 7) focusing on the issues of social protection to ensure the well-being of Afghans by ensuring poverty reduction, gender equity and environmental sustainability. MDGs relevant to this strategy are:

- MDG 1: Poverty Reduction: suggests eradicating extreme poverty and hunger. Poverty is a major cause for increased vulnerabilities to Afghan.
- MDG 3: Gender equity: promote gender equality and empower women" by consolidating a coherent and pragmatic Gender policy and framework that forms a cross cutting element of institutional development.
- MDG 7: Environment: suggest to ensure environmental sustainability. The National Environment strategy recognizes the need to give greater attention to environmental protection. In May 2005, an independent Environment Agency was established. Therefore, the ANDS focuses on developing National Environment Protection Agency's (NEPA) capacity to perform its regulatory, coordination and policy making duties. The ANDS strategic vision it to improve the quality of life of people in Afghanistan through conservation of the natural resources and protection of environment.

### **2.4. SAARC Disaster Management Centre (SDMC)**

The South Asian Association for Regional Co-operation (SAARC) Disaster Management Centre<sup>4</sup> was created to develop a regional institutional system to analyse and promulgate a regional strategy for combating disaster among SAARC countries, of which Afghanistan is party to. SAARC Disaster Management Centre has developed the framework on disaster management for South Asian region. The framework is aligned with the implementation of Hyogo Framework of Action (HFA), 2005-2015.

### **2.5. Regional Consultative Committee on Disaster Management (RCC)**

---

<sup>4</sup> <http://www.saarc-sdmc.nic.in>



Afghanistan is a member of the Regional Consultative Committee on Disaster Management (RCC), which comprises of 26 countries from Asia and the Pacific region. The Asian Disaster Preparedness Centre (ADPC) serves as the secretariat to the RCC. Since 2004, RCC has been implementing the Program on Mainstreaming Disaster Risk Reduction into Development (MDRD).

## **2.6. High Commission of Disaster Management (HCDM)**

The Institutional arrangements proposed for Afghanistan include a High Commission of Disaster Management (HCDM) as per the Disaster Management Law, previously known as National Commission for Emergency and Disaster Management (NCDM), consisting of relevant ministries tasked to intervene in disaster situations by utilizing their existing structures and resources in coordinated manner. The HCDM is involved in setting policy direction for risk reduction and vulnerability reduction with active participation of socio-economic, environmental and governance sectors pre and post disasters. It is supported by Afghanistan National Disaster Management Authority (ANDMA) at policy and implementation levels in the country in coordination with line ministries.

## **2.7. Afghanistan National Disaster Management Authority (ANDMA)**

The role of the Afghanistan National Disaster Management Authority (ANDMA)<sup>5</sup> is to act as a co-ordination body among line ministries, including those of Agriculture, Irrigation and Livestock, Public Health, Education Defence, Interior, and Returnees & Reparation, as well as MRRD. ANDMA consults with and supports the lead ministries involved in the various types of hazards confronting the country. It also coordinates regional activities at provincial levels. ANDMA provides a Secretariat for disaster management, drawing on the above-mentioned ministries, is a nodal agency in the co-ordination of disaster management in Afghanistan, and seeks to provide early warning of disasters.

## **2.8. National Disaster Management Law**

The Islamic Republic of Afghanistan, Ministry of Justice has promulgated the law on Disaster Management on 1<sup>st</sup> of October 2012 for management of natural and unnatural disasters in the country. The Law states specific objectives, implementing agencies and type of disasters in the country. Institutions such as the HCDM comprise of various ministries at National level under the chair of Vice President of the country. Similarly, institutional structures have been proposed at provincial and district levels under the chair of Provincial and District Governors respectively. The Law also focuses on the arrangements of funds, supporting the decisions of UN bodies, seeking contribution from international communities and stabilization of vulnerable communities in the context of natural and unnatural disasters.

Chapter 4 of Disaster Management Law has states:

Article 18: Support the Decision of the United Nations: The Islamic State of Afghanistan follows all the decisions of United Nations relating to the Disaster Management and shall cooperate the relevant agencies of the UN.

Article 19: Assistance of the Government with Foreign Countries: The assistance of the Government of Afghanistan in the area of disaster response and preparedness to foreign countries is made on the basis of humanitarian cooperation.

Article 20: Stabilization of vulnerable communities: Performing activities or implementation of construction projects, and construction of installation of development of residential places.

---

<sup>5</sup><http://www.andma.gov.af>

## **2.9. MRRD strategies with regards to risk reduction**

MRRD's five-year (1389-1393) Strategic Intent re-affirms its determination to respond to long-term poverty challenges in rural areas. MRRD remains committed to improve the quality of its services while establishing itself as a leader in policy-making for the rural development sector, using its extended presence in the field and its in-depth understanding of communities to design evidence-based policies. MRRD is one of the key ministries engaged in implementing non-farm rural development programmes in Afghanistan. MRRD has focused on strengthening of local institution under National Priority Programme-4 (NPP-4) for better governance and development within which Disaster management has been identified as a cross cutting issue through the Afghanistan Rural and Development (ARD) Cluster. MRRD's NP4P is designed to provide the means to support the Afghan Government respond and address the issues of governance and development.

Disaster management is considered a cross-cutting issue in the strategic Intent of MRRD. Recognizing that natural and man-made disasters can wipe out decades of progress in poverty reduction and sustainable development efforts, MRRD considers disaster management an essential component of its mandate in alleviating poverty and empowering communities. With MRRD's Minister currently Vice-Chair of the High Commission of Disaster Management in co-ordination with the Afghan National Disaster Management Authority (ANDMA), MRRD invests in social capital and in physical assets to reduce vulnerabilities, provide recovery support to the communities affected by disasters. MRRD invests in social capital and in physical assets to reduce vulnerabilities, provide recovery support to the communities affected by disasters, and assist in the long-term reintegration needs of returnees and IDPs when necessary.

## **2.10. Social Protection Directorate (SPD) at MRRD**

Social Protection, as defined by the United Nations Research institute for social Development, is concerned with preventing, managing and overcoming situation that adversely affect people's well-being. Social Protection in MRRD established is to reduce poverty and vulnerability by promoting efficient labour markets, diminishing people's exposure to risks (natural disasters/hazards and calamities, prevention from conflicts etc) and building capacity of local communities to manage economic and social risks, such as lack of infrastructure and education, unemployment, exclusion, sickness, disability and old age. Social protection promotes equity.

The Social Protection Directorate (SPD) of MRRD is mandated to respond to natural, environmental and other calamities and disasters and to mobilise and facilitate resources for those affected. It acts as the co-ordinating body for early recovery and mitigation of disasters in co-operation and collaboration with different programmes and directorates of MRRD.

### ***SPD Institutional Structure and Capacity to facilitate disaster management:***

SPD's institutional arrangements for facilitating disaster management comprises of four units:

#### ***Emergency Response Unit (ERU) Tasked with:***

- Identifying vulnerable areas and prioritising them
- Developing emergency and contingency plans
- Protection of vulnerable communities from hazards
- Mitigation of vulnerabilities for communities at risk
- Protecting vulnerable infrastructure and residential areas

Government of the Islamic Republic of Afghanistan  
Ministry of Rural Rehabilitation and Development  
Website: [www.mrrd.gov.af](http://www.mrrd.gov.af)



- Co-ordination with stakeholders

***Reintegration Unit (RU) Tasked with:***

- Identifying IDPs and returnees needs of food, water, sanitation and livelihood support and finding solutions in close co-ordination with MRRD-led programmes, and with Provincial MRRD directorates (PRRDs)
- Joint assessment and monitoring missions to identify needs and collect data
- Providing reports about IDP and returnee conditions to the SPD Director.

***Food Assistance Unit (FAU) Tasked with:***

- Facilitating, supporting and advising PRRDs on the smooth implementation of food for work projects and following up the approval of food project proposals with PRRDs
- Monitoring the implementation of food for work (FFW) projects
- Attending food security cluster meetings to share knowledge and to avoid the duplication of projects at grass roots level
- Sharing the annual WFP food allocation (FFW-FFA) with PRRDs
- Facilitating the implementation of FFW-FFA projects through technical support and data analysis
- Providing FFW-FFA project reporting for submission to the SPD Director
- Co-ordinating Unit activities with MRRD-led programmes.

***Reporting Unit Tasked with:***

- Collecting data and compiling weekly, monthly and/or quarterly reports for the SPD Director, for MRRD Minister's and Deputy Minister's offices and other stakeholders
- Monitoring and triangulation of data received from PRRDs
- Updating website content.

### **3. OVERVIEW OF THE STRATEGY AND CONCEPTUAL FRAMEWORK**

This strategy focuses on preventing destruction from (natural) disasters through advocacy, prevention, knowledge management, better coordination, capacity building strategies, and better preparedness through advanced emergency response. It is MRRD's understanding that deaths and damages that result from human acts of omission and commission are unnatural. The Strategy on disaster management is built on disaster management continuum as a main component of the strategy.

It comprises of responding to the needs of victims and survivors of disasters, prevention to minimise the risk of disaster, preparedness to respond effectively to disasters, improved recovery mechanisms and disaster mitigation for reducing the vulnerabilities to the natural hazards in rural communities of Afghanistan. It views disaster management as a human right issue for better response and recovery. This involves developing the capacities of institutions and individuals at sub-national levels under MRRD's mandate of local governance. The framework has a holistic approach and supports country specific disaster prevention, preparedness and mitigation as well as advocacy, education and awareness raising, coordination and knowledge management.

### 3.1 Key Components in the Strategy

The key components that inform the objectives of this strategy are given below. Each of the components relates to disaster mitigation and emergency response articulated in Hyogo Framework for Action.

#### 3.1.1. Emergency Response and Immediate Relief

Focusing on the social protection, safety and rights of those more vulnerable to disasters regardless of individuals gender, disability, age, ethnicity etc., they will receive emergency preparedness and response messages through MRRD's local governance structures. Emergency relief through humanitarian assistance will be delivered to vulnerable communities living in remote areas through the MRRD national programmes and departments in coordination with ANDMA and UNOCHA.

MRRD programmes are in an ideal position to collect, compile and relay data from within the communities on affected families/population numbers, damaged/destroyed subprojects/other infrastructure, road access to disaster struck sites, etc in very short timeframes, to the relevant agencies.

NSP has established Community Development Councils (CDCs) in 95% of the country who have considerable experience in working in the areas of emergency response and relief. CDC involvement includes, but not limited to, monitoring and/or implementation of relief materials distribution, emergency shelter construction, food/cash for work projects, identification of the affected families within their communities etc.

#### 3.1.2. Recovery

##### **Rehabilitation and Reconstruction**

Villages affected by disasters will be helped in returning to normal lives through all MRRD programmes.

Rehabilitation and Reconstruction will be based on the Government led Post Disaster Need Assessment (PDNA). MRRD programmes have the capacity, resources and institutional support in the areas of reconstruction of tertiary roads, and infrastructure development both in social/human capital and empowerment terms and in socio-economic infrastructure provision. NSP will contribute toward the reconstruction of community infrastructures, NABDP will work towards building livelihoods in close coordination with AREDP, RuWATSIP will ensure the recovery of drinking water facilities as well as sanitation and NRAP will rehabilitate roads on a priority basis. Reconstruction and recovery will take place within the global concept and recovery framework of "build back better".

#### 3.1.3. Disaster Preparedness

Disasters often leave communities vulnerable with little capacity to deal with the loss. This requires a comprehensive disaster vulnerability reduction approach ensuring sustainable development and sustainable hazards mitigation with emphasis on resilience as well as need and vulnerability. Communities' capacity to recover with little or no external assistance following a disaster ensue. Using 'community based approaches' MRRD lead development programmes will ensure the effective and active participation of communities in disaster mitigation and resilience.

NSP, is working to build, strengthen and maintain Community Development Councils (CDCs) as effective institution for local governance and socio-economic development. NSP is in the process of preparing a comprehensive training package for the rural communities that the programme covers. The package includes modules for environmental safeguards, social safeguards and disaster/risk preparedness/management, as well as others. These modules will especially be contextualized for rural Afghanistan, and take into consideration the international and national policies related to disaster preparedness and response.

#### **3.1.4. Disaster Mitigation**

AREDP provides the direct support to community members for income generation and economic sustainability. It directly contributes towards reducing economic vulnerabilities. AREDP will also integrate the measures for building capacity and knowledge relating to disaster management as an integral part of their training.

NABDP will integrate the disaster mitigation element in its key thematic areas. (1) Local institution development through technical support to the DDAs in risk resilient development planning and implementation. (2). Productive rural infrastructure by way of placing the infrastructure on the at the places, where it has less exposure to hazards and get affected by disasters. It will include disaster risk reduction planning process to develop resilient plan for infrastructure. (3). Natural resource management will also include better environmental planning to conserve natural resources. (4). Rural energy development with proper land use planning for reducing the risk of hazards itself as well as utility of energy for effective disasters response.

NRAP will provide emergency response and recovery plans to maintain rural road networks blocked or damaged due to disasters. Emergency activities cannot be foreseen while preparing the annual maintenance plan; however NRAP will maintain a reserve budget for emergency works and take rapid action to keep rural roads open and safe throughout the year.

NSP, within its ESMF, already ensures that the subprojects it finances should be located in areas that are not prone to natural disasters, thus already minimising known risks from past experience. NSP also finances subprojects that help communities that are located close to water bodies etc. to prepare for such potential disasters by construction of protection walls, cleaning/extension of existing and construction of new karezes, canals and water reservoirs.

RuWATSIP focuses on the enhancement of quality of life of rural Afghans through improved access to safe and sustainable water supplies and sanitation. RuWATSIP will monitor and assess the water sources for reducing the impact of hazards. Risk assessment mechanisms for assessing the complete water system installation as well as sanitation facilities will be agreed as well as including risk reduction mechanisms in programming and implementation.

AIRD will play a key role to raise public awareness on disaster risk reduction. As an MRRD institution dedicated to capacity development, AIRD will prepare Disaster Management curriculum to take a systematic approach to capacity building. The capacity building sessions will be delivered through the AIRD training centre.

#### **Institutional set-up for capacity development and coordination**

By addressing the challenges and seizing the opportunities outlined above, SPD, MRRD identifies capacity building and coordination as the two main strategy pillars in order to promote disaster **risk reduction management and preparedness** in hazard-prone areas of

the country. The goal is to build an accountable, inclusive and responsive emergency response environment up to sub-national levels by using MRRD's current functions and structures at grassroots levels through NSP and NABDP.

### **Advocacy**

Advocacy will aim to bring about effective implementation, knowledge building and institutional support, changes in programming, policy and resource mobilisation. SPD will lead the process of advocacy by developing concept notes, promoting debates, dialogues and formal discussions on the issue of disasters.

### **Resource mobilisation and Financial Arrangements**

Resource mobilisation will seek to ensure arrangements are put in place to achieve sufficient financial and other resource support to enable Recovery and Mitigation. It is anticipated that resource mobilisation will support resources for programmes and vice versa. Currently, there is no dedicated fund allocated towards the activities of disaster management to reduce the risk of disasters in the ministry as well as at country levels. Funds are not available as a collective mode. While there is no dedicated fund allocated, Common Humanitarian Action Plan for Afghanistan (CHAP) has approved budgets for protection and emergency efforts that cover some of the disaster management activities at the country level. Some of the UN agencies, INGOs and NGOs are engaged in disaster related activities with the support of different donors. However, MRRD's Programmes and Directorates, at this point, do not have specific funds for disaster management activities. SPD will:

- a) identifying funding gaps based on strategic objectives
- b) Identifying funding sources
- c) Identifying ways to mobilise resources

## **3.2 Co-ordination Mechanisms**

### **3.2.1. Working with MRRD Programmes, Directorates and Units**

SPD will develop co-ordination mechanism(s) with different MRRD-led programmes, and support from the Offices of The Minister and Deputy Minister of Programmes to promote the establishment of effective disaster management systems across MRRD. The mechanism(s) will focus on resource mobilization (both financial and technical), capacity development, joint needs and damage assessments, and the development of co-ordinated systems including the creation of inventories of resources among different stakeholders. The process will also help set out the path for knowledge building as well as implementation in the areas of Mitigation and Recovery.

### **3.2.2. Disaster Management Working Group**

Implementation of the disaster management activities will be supported by a MRRD led working group consisting of members drawn from the programmes and directorates of MRRD. SPD will develop a structure for this working group which will include disaster management as a cross cutting issue in all the programmes through consultative processes. A TOR will be prepared for the working group to guide the implementation of the process and contain roles and responsibilities of programmes and directorate heads and/or focal points.

### **3.2.3. Working with other sectors and communities**

SPD will play a lead role in coordinating with all the programmes, RRD offices and other stakeholders to implement the disaster related activities with the help of DDAs and CDCs members. Local level institutions in the form of DDA and CDCs are an effective mechanism

and gateway to implement the designed programmes and policies to ensure the disaster management activities at community level.

#### **3.2.4. Other Ministries' strategies and coordination mechanism**

Various ministries and agencies have mandates to provide services to the people of Afghanistan, whether working on improving infrastructure, health and education, agriculture and horticulture, environmental protection, energy and communications. Their interventions aim to reduce vulnerability through the establishment of physical, financial and human assets. The ministries and agencies will work in coordination when disasters occur, and this work is not restricted to ministries tasked with achieving development goals only. For example, the Ministry of Defence is required to "render assistance to civilian officials to control any emerging security crisis, natural disasters and emergency situations"<sup>6</sup>, while the Afghanistan National Army, "if instructed by the National Security Council... will co-operate with the National Police, Anti-Disasters Department, Afghan Red Crescent Society and other civilian charity organizations to tackle emergency situations requiring disaster response and humanitarian assistance"<sup>7</sup>. The role of other line ministries in Disaster Management can be found under appendix 2.

#### **3.2.5. Local Non-Governmental Organisations (NGO) and Facilitating Partners of MRRD**

Local NGOs play an important role during emergencies and disaster management due to their understanding of local context, culture and relationship with local communities. Local NGOs are essential partners with international NGOs and development agencies, particularly in providing humanitarian assistance.

#### **3.2.6. International partners**

International partners involved in disaster risk management in Afghanistan include many members of the UN family, including the UN Development Program (UNDP), UNAMA, World Food Program (WFP), UN Children's Fund (UNICEF), World Health Organisation (WHO), UN High Commission for Refugees (UNHCR), Food and Agriculture Organisation (FAO) and UNCHS/Habitat, as well as the Red Cross/Red Crescent (IFRC/ARCS) under the coordination of UNOCHA. These agencies provide a wide range of services, including English language and computer trainings, community awareness, capacity-building at national and district level, stockpiling of relief and essential drugs, non-food relief items for critically poor families, seismic and flood mitigation, housing reconstruction, food aid, and assistance to refugees and IDPs. A number of the bodies mentioned above are working in collaboration with several Government ministries and agencies.

MRRD will coordinate with relevant stakeholders for emergency response, recovery, preparedness and mitigation. MRRD will utilize the potential and strength of external holders in area of (1). Seeking information on disasters, (2.) Risk assessment information, (3.) Stockpiling of emergency relief materials (4). Work as a member of SOP for Inter-agency for Emergency Preparedness, SPD will coordinate with these external agencies for seeking their supports in above mentioned areas.

---

<sup>6</sup>ANDS, p. 56

<sup>7</sup>ANDS, p.57

Disaster Management support is also generated through the cluster approach of humanitarian support. Clusters have been established for Education, Food Security and Agriculture, Health, Logistics, Nutrition, Protection, and is sub divided in Child Protection in Emergencies, Gender Based Violence, Housing, Land and Property task Force, IDPs task Force, Mine Action and Water & Sanitation Cluster. Moreover, there are several inter agency working groups i.e. Humanitarian Country Team (HCT), Emergency Preparedness Sub Working Group (EPSWG), DRR Cash Based Voucher, Afghan Humanitarian Forum (ACBAR) established to facilitate the disaster management work in Afghanistan. SPD,MRRD is already represented in these forums and clusters, and facilitating the collective processes of disaster management at National and Sub National level.

### **3.2.7. Institutional arrangements at provincial and district levels**

ANDMA has established seven regional offices to co-ordinate disaster management activities at province and sub-province level. Provincial Disaster Management Commissions (PDMCs) have been constituted in all provinces, headed by the Provincial Governor. PDMC members include the Deputy Governor, Chief or Commander of the Army and Police, representatives of identified line departments, ARCS, ANDMA and provincial mayors. District Disaster Management and Response Commissions are also being set up, to be headed by the district administration and with members including district-level government officials and community representatives proposed by the district administrator or and approved by the Provincial Governor.

## **4. CORE PRINCIPLES UNDERLYING THE STRATEGY**

It is important to lay down the key considerations which have both guided this strategy and should also guide future detailed programme design and day-to-day implementation:

- a. Disaster Management and Implementation must integrate the **principles of equity** as a legal and institutional framework to ensure the equitable distribution of relief, response, recovery, and mitigation.
- b. Supportive **governance** is necessary to ensure the coping capacities of the societies. Governance influences the way in which national and sub-national actors are willing and able to manage and reduce disaster related risks. Governance ensures and enhances the responsiveness by way of transparency, participation, accountability for providing the maximum goods to maximum number of people.
- c. **Piloting of new procedures** ensuring they are adaptable and relevant to differing local contexts.
- d. **Managing data and information** (both quantitative and qualitative) to guide future implementation and strategies.
- e. Develop on the lessons learnt.
- f. **Socially mapping and inclusion** of the most vulnerable such as the women and minority groups in all staged of the planning and implementation of activities.
- g. Consider **ethical issues** and be aware of the social context in differencing situation in different geographical contexts.



- h. Promote **women's involvement** and securing interventions that are gender sensitive.
- i. Ensure embedded comprehensive capacity development plans.
- j. Environment concerns and norms will be followed in any disaster management initiatives.

## 5. CRITICAL ASSUMPTIONS

The following assumptions are critical towards the successful implementation of this strategy. Assumptions should be reviewed on a timely basis to ensure that they continue to remain accurate as envisaged and that necessary strategic adjustments are made.

- a. MRRD is invested in and works in partnership with different stakeholders to improve and maintain its capacity.
- b. There is adequate political awareness, capacity and motivation to implement this strategy.
- c. MRRD's programmes and directorates coordinate and contribute towards the implementation and outcomes of this strategy.
- d. There are dedicated Personnel(s) to coordinate with the programmes, implement, monitor and evaluate the outcomes of this strategy.
- e. Continuous commitment from the leadership and programmes to implement this strategy.
- f. Funds and adequate resources are secured in MRRD's annual budget to implement this strategy and for projects in different programmes and directorates.

## 6. STRATEGY FRAMEWORK

### 6.1. Vision

Disaster Resilient Rural Afghanistan by 2020

### 6.2. Mission

Reduce incidences of disaster risks through early recovery and mitigation.

### 6.3. Strategic Objectives

**Strategic Objective 1: Institutionalise and integrate risk reduction systems in MRRD's development Programmes and Directorates for disaster resilient communities to mitigate and respond to the risks of disasters**

#### **Proposed Priority Activities: At Central Level**

- Using forums such as the ARD Cluster to coordinate DRR activities among key stakeholders (governmental bodies, donor agencies, NGOs)

Government of the Islamic Republic of Afghanistan  
Ministry of Rural Rehabilitation and Development  
Website: [www.mrrd.gov.af](http://www.mrrd.gov.af)

- Gaining political commitment to Disaster Risk Reduction from the MRRD Programmes and leadership
- Implementing and enforcing National and International Disaster Risk Regulations such as the Hyogo Declaration and the Hyogo Framework for Action 2005-2015, the National Disaster Management Law
- Ensuring that the MRRD Programmes contribute towards the outcomes of the Disaster Management Strategy
- Establish synergies between development programmes and disaster risk reduction
- Establish preparedness and emergency management systems within MRRD programmes at the design and implementation phases.
- Information collection and dissemination to all the programmes as well as PRRD offices for appropriate action
- Establish a Disaster Risk Reduction Coordination group within MRRD, under the leadership of the SPD and with participation from all the Programmes,,
- Prepare/dedicate funds for disaster management specific activities within MRRD Programmes
- SPD will work closely with the MRRD Programmes and directorates of MRRD to create a check list or other mechanisms to monitor the preparedness mechanisms.
- Review and coordinate preparedness measure with other relevant agencies

#### **At sub-national and community levels**

- Work with existing community structures of DDAs and CDCs, and future District Coordination Councils, to integrate DRR planning, and promote and organise interventions. Identify projects to integrate social protection/disaster risk reduction mechanisms in programme and departments.
- Identify entry points and mechanisms for integrating DRR areas into development planning and programming
- Develop Disaster Risk Reduction mainstreaming in local development planning
- Work with existing institutional mechanisms and build on community structures of DDAs and CDCs to address the issue of risk, instability and insecurity.
- Engage PRRDs, DDAs and CDCs for better preparedness and response to natural disaster in effective, efficient and timely manner.
- SPD will work closely with the MRRD Programmes and directorates of MRRD to create a check list or other mechanisms to monitor the preparedness mechanisms.
- Review and coordinate preparedness measure with other relevant agencies
- Develop a contingency plan with PRRDs on the basis of a seasonal calendar of disaster in Afghanistan.



**Strategic Objective 2: Capacity building and Develop a knowledge management system and research environment to maximise the impact of, and value of, MRRDs activities in disaster risk reduction.**

**Proposed Priority Activities:**  
**Capacity Building**

- Conduct capacity assessment of MRRD on managing DRR and suggest effective mode of capacity development Capacity Building of the Programmes and AIRD to be able to undertake proposed activities under all strategic objectives.
- To develop the roster of key institutions providing training in disaster management and develop linkages with them.
- To build capacity of Emergency Management System within the MRRD
- Build capacity of local actors (CDCs and DDAs) so that they have great capacity to manage risk and community buy in
- Strengthen MRRD's institutional coordination capacity.

**Information Management**

- To increase and enhance interdisciplinary collaboration and cooperation under the umbrella of AIRD.
- Undertaking formal risk assessment and assess the development planning.
- Generate and collect gender and ethnic disaggregated data to respond to inequalities in access to disaster management and risk reduction activities equitably.
- Develop institutional mechanism for data development, institutional programmes for data collection, risk analysis and suggests viable programming options.
- Establish and institutionalize authentic GIS based Disaster Information Management System at SPD level for risk and damage assessment.
- Support the sub-national government in collecting data and maintaining research database.

**Strategic Objective 3: Addressing the social and economic marginalisation of those more vulnerable to disasters and the underlying root causes of vulnerabilities.**

**Proposed Priority Activities:**

- Reduce the vulnerabilities faced by vulnerable and marginalised (people living with disability, children and women groups in Afghanistan) by building their capacity
- Contribute towards Objective 1 of MRRD's strategic intent i.e. to Increase access to basic services and economic opportunities through the provision of sustainable infrastructure – for those who are vulnerable and marginalised
- Promote social inclusion to incorporate the needs of those who are vulnerable and marginalised pre and post disasters

- Generate a set of policy recommendations and programme for promoting disaster management as human right at local, provincial and national levels.
- Integrate and address pre- and post-disasters vulnerabilities such as insecurity, instability etc. into MRRD Programmes ensuring social, geographical and gender equity

**Strategic Objective 4: Address Disaster Recovery needs of the community, and provision of Emergency Response and Immediate Relief within MRRD programmes**

**Proposed Priority Activities:**

- Ensuring MRRD Programmes' contribution towards emergency response, such as RuWatSIP to provide safe drinking water and basic hygiene facilities and NRAP to keep villages connected
- Coordinating with External Stakeholders, such as the FAO and MAIL for food distribution
- Making funds available for emergency response, under the auspice of NABDP for instance (emergency response fund)
- Linking emergency response to long-term development plans to identify sustainable solutions

## 7. LOGICAL FRAMEWORK

**Strategic Objective 1: Institutionalise and integrate risk reduction systems in MRRD's development programmes and Directorates for disaster resilient communities to mitigate and respond to the risks of disasters.**

Outcome	Output	Indicators	Means of Verification
Disaster Risk Reduction plan mainstreamed in government structures at central and sub-national levels	Projects identified to mainstream DRR in MRRD programmes and directorates	# of MRRD programmes mainstreamed DRR plan	Programmes' monthly, quarterly or annual reports
	Investment in Disaster Risk Reduction	DRR high on the policy agenda	Policy documents
	MRRD programmes allocated budget for Disaster Risk Reduction at National level	# of programmes with allocated budget for DRR	Annual Budget

**Strategic Objective 2: Capacity building and develop a knowledge management system and research environment to maximise the impact of, and value of, MRRDs activities in risk and disaster reduction.**

Outcome	Output	Indicators	Means of Verification
Improved capacity and coordination within the MRRD's Institutional arrangements and Afghanistan government structures	Capacity Building Plan for DRR in MRRD	Increased Accountability in MRRD covered districts	Progress Reports
	Improved community dialogue with local government.	# of awareness-raising initiatives and activities	# of regular stakeholder meetings held and

Government of the Islamic Republic of Afghanistan  
Ministry of Rural Rehabilitation and Development  
Website: [www.mrrd.gov.af](http://www.mrrd.gov.af)

	Disaster management strategy adopted	MoU with line ministries signed	commitment gained  MoU and Letter(s) of agreement
Disaggregated evidence database exist at provincial, district and village	MIS and GIS database	Information relating to DRR is collected and entered during consultations with community members	Appropriate staff recruited to establish knowledge management system

**Strategic Objective 3: Addressing the social and economic marginalisation of the those more vulnerable to disasters and the underlying root causes of vulnerabilities.**

Outcome	Output	Indicators	Means of Verification
Increased Social Inclusion and Gender Equity	Improved access to key services for the socially excluded, people with disability and women	# of socially excluded, people with disability and women have access to key services pre and post disasters (economic opportunities created and infrastructure provided)	# of socially excluded, people with disability and women rehabilitated

--	--	--	--

**Strategic Objective 3: Address Disaster Recovery, and provision of Emergency Response and Immediate Relief in MRRD within programmes**

<b>Outcomes</b>	<b>Outputs</b>	<b>Indicators</b>	<b>Means of Verification</b>
Post disaster provision of sustainable services in MRRD covered provinces	Preparedness and emergency management system established within MRRD	<p>Technical team hired to generate emergency management system</p> <p>District infrastructure, water, sanitation and hygiene needs prioritised and addressed on an emergency basis</p>	Technical team hired to generate emergency management system

## APPENDIX 1: MRRD PROGRAMMES AND DIRECTORATES

- National Solidarity Programme (NSP): The NSP is a national priority programme of the Government of the Islamic Republic of Afghanistan (GoIRA), executed by the MRRD and funded through multiple sources. The key objective of NSP is to build, strengthen and maintain CDCs as effective institutions for local governance and social-economic development.
- National Area Based Development Programme (NABDP): The Programme – established with the goal of contributing to a sustainable reduction of poverty and an improvement of livelihoods in rural Afghanistan – is a joint initiative of the Ministry of Rural Rehabilitation and Development (MRRD) and United Nations Development Programme (UNDP). The area-based programming approach aims to reduce the disparities between areas and groups, through investment in social organisation, infrastructure, local economic development and, sub-national governance initiatives through DDAs. The programme also focuses on priority recovery and economic regeneration activities in complex emergency situations.
- National Rural Access Programme (NRAP): NRAP is a national priority programme jointly executed and managed by the MRRD and the Ministry of Public Works (MoPW) with implementation support from the UNOPS. The key objectives of the NRAP are to establish a quality rural road network that connects all villages to basic rural infrastructures and services, such as markets, healthcare and schools, increasing employment opportunities through using labor intensive methods and a private sector-led approach for all works and to enhance the capacity of communities and the private sector to manage, deliver and maintain public transportation facilities through on-the-job capacity development
- Rural Water Supply, Sanitation & Irrigation Programme (Ru-WatSIP): RuWatSIP focuses on the enhancement of the quality of life of rural Afghans through improved access to safe and sustainable water supplies and sanitation services and the adoption of hygienic best practices at the personal, household and community levels, resulting in 1) Reduced morbidity and mortality rates (particularly for children under five year of age) 2) and Enhanced productivity and wellbeing. It is one of the key programmes to support pre and post disaster management work.
- Afghanistan Rural Enterprise Development Programme (AREDP): AREDP is a ministry led programme focusing on rural employment and income generation initiatives building on current local governance structures and building economic sustainability. It supports the reduction of economic vulnerability of community to large extent and reduces the risk of disasters.

Government of the Islamic Republic of Afghanistan  
Ministry of Rural Rehabilitation and Development  
Website: [www.mrrd.gov.af](http://www.mrrd.gov.af)

- Afghanistan Sustainable Energy for Rural Development (ASERD): will be covering 34 provinces to provide electricity and thermal energy to more than 110,000 households and is under consultation process. The proposed project document envisages increasing access to modern forms of efficient and environment friendly energy services in the rural Afghanistan through systematic approach using project identification, planning, implementation, capacity development, private sector support for service delivery, and institutionalisation of rural energy initiatives at the sub-governance level. ASERD adopts technology neutral approach in promoting rural energy technologies and has envisaged some innovative approaches including public-private-partnership, engaging business energy service models, integrating remittance economy for energy services.
- Comprehensive Agriculture and Rural Development- Facility (CARD-F): CARD-F is a joint programme established under the auspices of the MRRD, MAIL, and MCN and is now a component of the ARD cluster Ministry. It seeks to build prosperous rural and pastoral communities. It is intended to improve the performance and sustainability of agricultural value chain through investment in rural infrastructure, rural market and on-farm and off-farm products.
- Afghanistan Institute of Rural Development (AIRD): AIRD is mandated to support the implementation of comprehensive rural development towards socio-economic development and poverty reduction in Afghanistan through training and education services, provision of research, policy development and inputs and dissemination of results and findings to stakeholders.
- Monitoring & Evaluation (M&E) Directorate: M&E Directorate is responsible for monitoring and evaluation of MRRD led programmes in terms of quantity, quality, achievements and impact of the projects. It works in close coordination with MRRD programmes and Directorates to measure the development gains achieved by MRRD during specific periods of time.
- HR Directorate: HR Directorate is responsible for providing the support to leadership of MRRD through the administration of the Government *Tashkeal* and contracted staff working in the directorates.
- Gender Unit: Established in 2005, the Gender Unit (previously known as the Unit for Gender Equality) works directly under the guidance of Deputy Minister for Programmes in promoting women's participation in all programmes and directorates of MRRD through the implementation of the gender policy at all levels. It is also responsible to build capacities of the Gender Units team members for effective functioning.