

## DISASTER RISK MANAGEMENT OVERVIEW

1. This document provides an overview of the (i) disaster risk situation in Afghanistan, including the recent experience in dealing with the 2014 floods; (ii) the legal and institutional framework for disaster risk management (DRM),<sup>1</sup> including a proactive approach to reduce potential adverse impact of all natural hazards; and (iii) the development partners involved in DRM related activities in Afghanistan.

### A. Disaster Risk in Afghanistan

2. Afghanistan has a continental climate, which combined with its location at the western end of the Himalayas, renders it susceptible to extremes of temperature and rainfall. Together with the limited vegetation in many mountainous areas, extensive destruction of forests and warmer temperatures limiting snowfall, spring and summer storms in particular can lead to flash floods in many parts of the country. Afghanistan is located in a geologically active part of the world where the northward-moving Indian plate is colliding with southern part of the Eurasian plate, and causes slips on major faults that generate large, often devastating earthquakes.<sup>2</sup>

3. The most common forms of disasters due to natural hazards (disasters) are listed in Table 1 for the last 3 years.<sup>3</sup> Flooding (including heavy rainfall) has accounted for around 80% of the number of affected families from all types of disaster; for 53% of deaths over the period and 73% of houses destroyed. The high level of destruction of houses is due to both the violent nature of flash floods in the mountain valleys and where the valleys meet the plains, combined with the widespread use of mud brick construction which has little ability to withstand flooding. Landslides can be damaging, with the Argo district (Badakhshan) landslide in April 2014 killing a reported 255 (though the government estimates 300). In a season of heavy snowfall such as 2012, avalanches can also cause high loss of life.

**Table 1 : Natural Disasters in Afghanistan 2012-2014**

	Affected families			Deaths			Houses destroyed		
	2012	2013	2014	2012	2013	2014	2012	2013	2014
Flash Flood	22,156	10,749	13,948	134	110	162	7,745	2,990	
Flood	10,748	7,111		56	85		2,317	1,504	8,128
Heavy Rainfall		3,925	1,981		51	23		878	
Avalanche	1,275	207	6	165	15	0	99	21	
Earthquake	731	7002		76	21		134	1,845	
Extreme Weather	1,532	12		9	1		2	0	
Extreme Winter	2,075	660	516	22	15	0	20	157	
Landslide and Mudflow	1,440	123	550	17	6	255	225	39	
River Bank Erosion			112			0			
Other			96			2			
<b>Total</b>	<b>39,957</b>	<b>29,789</b>	<b>17,209</b>	<b>479</b>	<b>304</b>	<b>442</b>	<b>10,542</b>	<b>7,434</b>	<b>na</b>

na = not available.

Source: 2012-13 United Nations Office for the Coordination of Humanitarian Affairs (OCHA) pers. comm. 2014 International Organization for Migration (IOM) Rapid Assessment data for period to 17 July 2014.

<sup>1</sup> The definition of DRM used by ADB is based on that adopted by the Intergovernmental Panel on Climate Change: "DRM comprises processes for designing, implementing, and evaluating strategies, policies, and measures to improve the understanding of disaster risk, foster disaster risk reduction and transfer, and promote continuous improvement in disaster preparedness, response, and recovery practices, with the explicit purpose of increasing human security, well-being, quality of life, and sustainable development."

<sup>2</sup> United States Geological Survey.

<sup>3</sup> Earlier data in this form is not available.

## 1. Floods

4. The topography, climate, and land cover of the mountainous regions of Afghanistan mean that mountain valleys are prone to flooding. Heavy rains often due to thunderstorms in the spring and early summer can combine with snowmelt causing extensive flash flooding and damage villages, roads, bridges, and farming areas close to the rivers. The problem of flash flooding is accentuated by the narrow valleys, often causing flood waters to pass through villages destroying many houses. Waters also cover farm land and irrigation facilities, damaging or destroying intakes and structures. The sediment laden waters deposit silt and boulders on farm land and in canals, rendering irrigation difficult or impossible.

5. Floods are common in all parts of the country but particularly in the north, central, and eastern regions surrounding the Hindu Kush mountain range. In summary, flood experience since 2010 has been as follows:

- 2014: Severe flooding between April and June 2014. A total of 363 incidents relating to flooding and heavy rain were experienced in 27 (out of 34) provinces, mainly in the north, central and eastern regions.
- 2013: Flooding in mountainous regions in eastern and southeastern regions. Northern flooding in Badakhshan, Baghlan, Balkh, Faryab, Jawzjan, Kunduz, Samangan, Sar-e-Pol, and Takhar.
- 2012: Severe flooding due to a substantial accumulation of snow across the northern region (Kabul, Baghlan, Takhar, Badakhshan and Kunduz, and Sar-e-Pol provinces in particular).
- 2011: Geographically limited flooding in Herat in February 2011 due to snowmelt.
- 2010: Eastern and Central Afghanistan suffered serious flooding following heavy rain in late July/early August from the same weather system that flooded Pakistan. Around 12 provinces affected.

6. For the last 3 years when detailed information is available, the flood incidents recorded by region have been as follows, including “heavy rain” incidents for 2014 based on International Organization for Migration data.

**Table 2: Flood incidents 2012-2014**

Region	Provinces	2012	2013	2014	Average		
					Incidents	Incidents/ province	% of Total
<b>North East</b>	Badakhshan, Baghlan, Kunar, Kunduz, Nuristan, Panjshir, Takhar	113	106	66	95	13.6	29%
<b>North West</b>	Balkh, Faryab, Jowzjan, Samangan, Sar-e Pol	59	28	100	62	12.5	19%
<b>Central</b>	Bamyan, Kabul, Kapisa, Logar, Wardak, Parwan, Urozgan	26	45	127	66	9.4	20%
<b>East</b>	Laghman, Nangarhar	11	79	14	35	17.3	11%
<b>West</b>	Badghis, Farah, Ghor, Herat	44	47	3	31	7.8	9%
<b>South East</b>	Ghazni, Kandahar, Khost, Paktia, Paktika, Zabul	17	15	21	18	2.9	5%
<b>South West</b>	Daykundi, Helmand, Nimruz	4	33	32	23	7.7	7%
	<b>Total</b>	<b>274</b>	<b>353</b>	<b>363</b>	<b>330</b>	<b>9.7</b>	<b>100%</b>

Note: Up to 17 July for 2014.

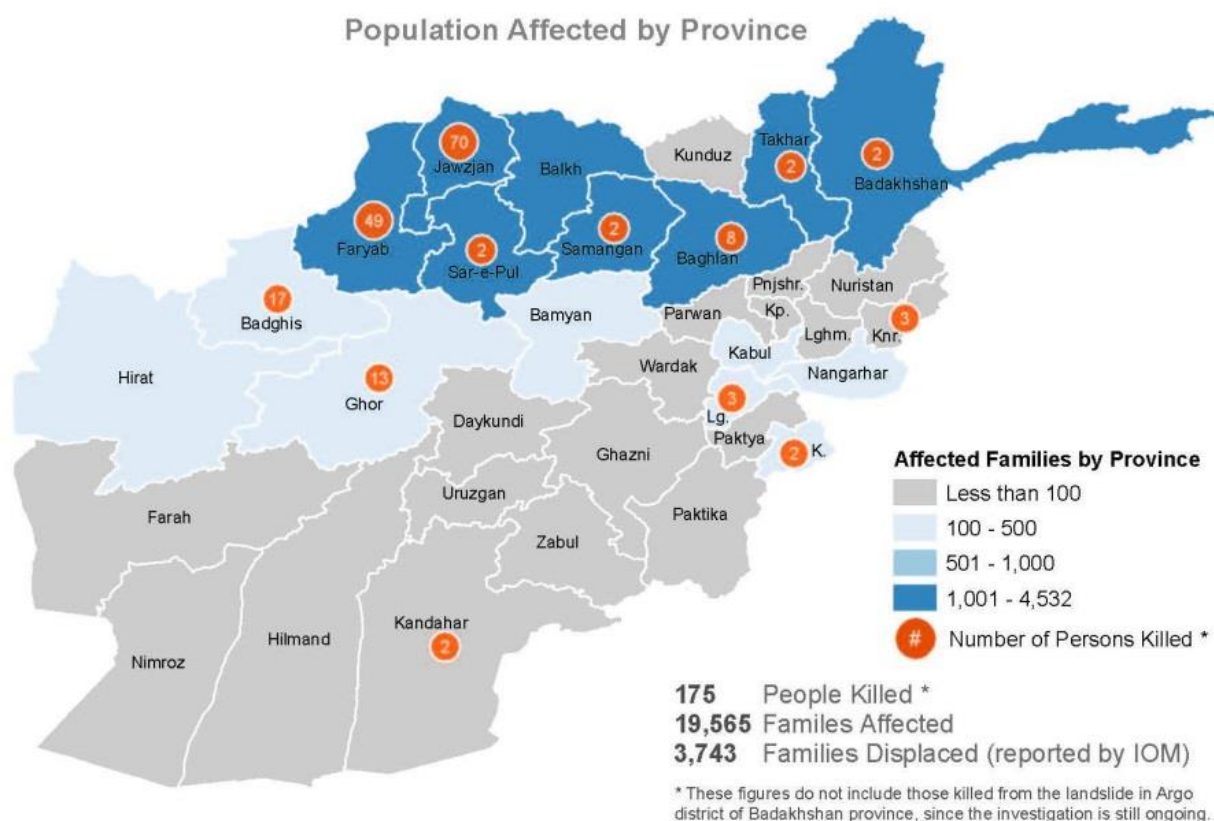
Sources: UN Office for the Coordination of Humanitarian Affairs (OCHA 2012/13) and International Organization for Migration (IOM 2014). IOM has now been given the task of emergency data processing and storage.

7. North East has recorded the highest number of flood incidents, followed by Central and North West. With only 2 provinces and an average of 11% of flood incidents, Eastern Region is also highly flood susceptible, while the plains of South East and South West are relatively little affected.

## 2. The 2014 Northern Floods

8. In many parts of northern Afghanistan, substantial rain was received in the first 3 months of 2014, in some cases over half of the annual average, leaving the soil profile saturated. The heavy rain of 24 and 25 April 2014 then caused severe flooding in 10 provinces of northern Afghanistan. Across the provinces, flood waters destroyed houses, public infrastructure, and roads. Thousands of hectares of agricultural land and crops were destroyed. By 30 April, over 67,000 people had been affected mainly in Jawzjan, Faryab and Sar-e-pul provinces.<sup>4</sup>

**Figure 1: Northern floods 2014**



Source: OCHA quoting IOM data up to 1 June. The severe flooding in Baghlan province on 7 June is thus not included.

9. On 2 May 2014, a series of heavy rain storms induced a landslide in the Argo district of Badakhshan in the northeast, affecting 1000 families, destroying 300 houses and killing 260. By 22 May 2014, the number of people affected by floods stood at 125,000 people in 123 districts in 27 provinces.<sup>5</sup> Jawzjan, Faryab, Sar-e-Pul, Baghlan and Balkh remained the most affected provinces, accounting for over 75% of the people affected. Further rain in June caused a flash

<sup>4</sup> Reported by the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA).

<sup>5</sup> According to International Organization for Migration (IOM) data, 24 provinces were affected by flood and a further 3 by heavy rain.

flood in Baghlan province, killing over 73 people, leaving around 200 missing and causing extensive damage to housing, irrigation infrastructure, and road networks.

10. The government has tentatively estimated the cost of the 2014 floods and landslides at \$800 million. This includes all losses, including for example houses destroyed or damaged, public infrastructure such as mosques, clinics and schools, irrigation, road and other infrastructure and livestock. It does not include the value of lives lost.

11. Communities in Afghanistan are highly self-reliant due to a long history of lack of support services, and have high capacity to recover from disasters such as flooding. Many expect to rebuild their irrigation and drinking water intakes every year and sometimes several times. However, the severity of the 2014 floods was far beyond a normal flood event. Irrigation facilities, including dams, intakes, canals and retaining walls were damaged or destroyed. As an example, all of the upper level infrastructure serving the community irrigation systems in Khulm District in Balkh province were destroyed, and are far beyond the capacity of the community to rebuild (picture). In the Sarbagh valley in Samangan province (a tributary of the Khulm), a flash flood destroyed all 29 concrete slab and steel bridges in around 10 villages in the valley. The main Mazar-i-Sharif to Kabul road<sup>6</sup> was severely damaged in the Tang-e-Tashqorghan gorge with deepening of the river bed, and undercutting and collapse of 300 meters of retaining wall. The view in Samangan and Balkh provinces at least is that the major flood (out of around 15 in total) was of the order of a 1 in 100-year event.



Damage to diversion and retaining wall, and sandbag canal repair  
Khulm, Balkh province.

### 3. Other Disasters Resulting from Natural Hazards

12. In terms of the numbers affected, drought is the most severe form of disaster. Droughts recorded in 2000, 2006, and 2008 affected 2.6 million, 1.9 million and 280,000 people respectively; overall affecting twice as many people as floods.<sup>7</sup> Earthquakes are the most dangerous in terms of mortality and floods by far the most destructive of houses and infrastructure (Table 1).

<sup>6</sup> A section of the Asian Highway upgraded with ADB support under *L1997-AFG (SF): Emergency Infrastructure Rehabilitation and Reconstruction Project*.

<sup>7</sup> ANDMA. 2011. *Afghanistan Strategic National Action Plan (SNAP) for Disaster Risk Reduction: Towards Peace and Stable Development*.

13. A geologically unstable area such as the Hindu Kush is prone to earthquakes and landslides. As described earlier, the recent catastrophic landslide in May 2014 in Argo district of Badakhshan, was caused due to failure in deposits of windblown sand (loess) after a period of heavy rainfall and flooding.<sup>8</sup> The unconsolidated nature of loess means that loess areas are prone to landslips. Though much more common in People's Republic of China, there are many susceptible areas in Afghanistan, some of which will certainly carry risks for any communities living below them.

14. Other risks from landslides can involve the temporary or permanent damming of rivers causing large lakes which may be unstable.<sup>9</sup> Events of this magnitude are uncommon and more likely related to seismic activity than rainfall.

15. An even less predictable form of flood is the landslide induced flood, where a substantial landslide enters a lake, displacing large volumes of water, creating a potentially catastrophic flash flood. The damming of rivers by landslides can also lead in the long term to severe downstream flooding if the natural dam breaks.<sup>10</sup> The breaching of a man-made dam is potentially even more severe, and a national dam monitoring program is needed to warn when dams are at risk and undertake appropriate action.

16. A further flood risk relates to glacial lake outburst floods (GLOFs). According to International Centre for Integrated Mountain Development (ICIMOD),<sup>11</sup> glacier thinning and retreat in the Himalayas has resulted in the formation of new glacial lakes and the enlargement of existing lakes due to the accumulation of meltwater behind loosely consolidated terminal moraine dams that formed when the glaciers attained their Little Ice Age maxima. Because such lakes are inherently unstable and subject to catastrophic drainage, they are potential sources of danger to people and property in the valleys below them. The torrent of water and associated debris that a sudden lake discharge produces is known as a GLOF.

17. While other Himalayan/Hindu Kush countries such as Nepal and Tibet are at greater risk, there are probably potential threats in Afghanistan, though none has been recorded to date. However, a GLOF can represent an extreme example of a flash flood, with high water depth and velocity. It is therefore desirable that a national program is undertaken to identify and monitor glacial lakes so that risks can be defined and major loss of life and property potentially avoided.

18. Considering the wide range of natural hazards faced by the country, there is a need to undertake a comprehensive multi-hazard risk assessment for the country.

## **B. Legal and Institutional Framework for Disaster Risk Management**

### **1. National Disaster Risk Management Policy Framework**

#### **a. National Disaster Management Law (2012)**

19. The new National Disaster Management Law was enacted in 2012 to regulate activities related to response, preparedness and risk reduction for natural and manmade disasters. Pursuant to the Law, the regulation and coordination of disaster preparedness, response, and

<sup>8</sup> <http://www.geologyinmotion.com/2014/05/afghanistan-landslide-of-may-2-2014.html> accessed 23 June 2014.

<sup>9</sup> Regional examples include the 2010 landslide in at Abbottabad in the Hunza valley in Pakistan, which blocked the river, forming a 19 km long, 80 m deep lake displacing 14,000 people in 39 villages. Lake Sarez in Tajikistan is another notable example.

<sup>10</sup> As what happened in Iskanderkul in Central Tajikistan.

<sup>11</sup> Mool, P. et. al. 2011. *Glacial Lakes and Glacial Lake Outburst Floods in Nepal*. Kathmandu. ICIMOD.

enforcement are the responsibility of the Afghanistan National Disaster Management Authority (ANDMA). The law established the National Disaster Management Commission (NDMC) at the national level and designates ANDMA as the secretariat. A separate commission is established at provincial and district levels in order to better implement the decisions made by the NDMC.<sup>12</sup>

20. In addition to the National Disaster Management Law, Afghanistan has adopted a number of policy documents guiding its direction in DRM. As Afghanistan moves from recovery and reconstruction to sustainable development, the *Strategic National Action Plan for Disaster Risk Reduction*<sup>13</sup> was developed in 2011, which aims to create a safer and more resilient Afghanistan by lowering the risk of future catastrophes and climate change impacts in an organized way – developing the capacity of stakeholders, and identifying weak points and gaps. By establishing the *National Disaster Risk Reduction Platform* (NDRRP), Afghanistan is committed to disaster risk reduction (DRR) through a bottom-up approach. Through the National Platform and together with non-government organizations, civil society, and international organizations, the government is aiming to achieve synergy of resources and capacities (footnote 13).

21. Afghanistan's National Flood Strategy and Policy was produced in draft in December 2010.<sup>14</sup> The Technical Secretariat of the Supreme Council for Water Affairs and Management (SCWAM) established a Flood technical working group with wide membership to finalize the policy. The draft policy summarizes flood events and damage over the past 50 years and identifies major individual events such as the 1988 flood which caused damage of \$260 million. Key problems identified in the report include:

- Destruction of forest cover in the catchments with a loss exceeding 50% of original forested land.
- Degradation of rangelands potentially leading to increased runoff and soil erosion.
- Traditional irrigation methods and low quality structures leading to over-irrigation, increased siltation and flood damage.

22. The draft National Flood Strategy and Policy contains a wide range of useful recommendations, summarized below.

#### **b. Strategies**

- Continue development of rainfall gauge network and stream gauge network. The rehabilitation of hydrologic and hydraulic data networks will provide data for water resource development plans, flood forecast models, and flood hazard mapping.
- Establish a nationwide database of soil conditions including soil type and land use. Determine an antecedent soil condition for use in hydrologic modeling.
- Hydrologic and hydraulic modeling of catchment areas and river systems, to provide a basis of knowledge for development strategies.
- Development of a flood forecast and warning system.
- Provide emergency preparedness plans including evacuation routes, safe shelters, and instruction on stockpiles and emergency supplies.
- Establishing flood zones for use in public awareness and land use regulation.

<sup>12</sup> IFRC. 2013. *International Disaster Response Law (IDRL) in Afghanistan: A study for strengthening the legal and policy framework for international disaster response in the Islamic Republic of Afghanistan*. Geneva.

<sup>13</sup> ANDMA. 2011. *Afghanistan Strategic National Action Plan (SNAP) for Disaster Risk Reduction: Towards Peace and Stable Development*. Afghanistan.

<sup>14</sup> Government of Afghanistan. 2010. *Afghanistan National Flood Strategy and Policy*, draft, December 20, 2010.



- Determining levels of protection from flood events.
- Construction of structural methods for flood control, including dams, riverbank protection, flood proofing of housing.
- Nonstructural methods of flood control, including watershed management.
- Land use regulation to prohibit new, permanent building construction within flood zones.

### **c. Policy Elements**

- Implement integrated flood management (applying integrated water resources management principles), making use of sub-basin councils:
  - establish Flood Management Units (FMU) within each River Basin Agency.
  - creating and implementing Flood Management Plans.
- Establishing a Flood Information System.
- Disseminate flood forecasts and warnings generated from MEW (spell out).
- Establish a National Hydrology Center under MEW.
- Establish a National Meteorology Centre under the Ministry of Transport and Civil Aviation.
- Establish Flood Forecast and Warning Center within MEW.
- Establish and operate a national Flood Forecast and Warning Center (FFWC).
- Establish Flood Warning Centers (FWC) at the River Basin Agency Level or below.
- Continue project-by-project implementation.
- Continue the implementation of the Riverbank Protection Program to provide short term structural flood control to sensitive areas.
- Develop national criteria for flood protection.
- Enact flood plain regulations.
- Implement Ministry of Agriculture Irrigation and Livestock programs under its Natural Resource Management Program (NRM).
- The NRM's Protection and Conservation Sub-Program includes plans for forest rehabilitation, rangeland rehabilitation, watershed development, and information dissemination and awareness raising campaigns regarding natural resource protection and conservation laws and regulations.
- Encourage community participation.
- Support ANDMA in emergency relief efforts and implementing National and Provincial Disaster Management plans.

### **d. National Emergency Fund (NEF)**

23. With support coming from international donors, the central government allocates an NEF every year. NDMC is authorized to allocate funds from the NEF after recommendations are received from ANDMA. According to UNDP National Disaster Management Project reports, the fund can be used for two purposes: (a) disaster relief and response, and (b) preparedness and mitigation. Under the project, NEF guidelines were drafted with a framework on "norms for assistance" with indicative figures for monetary assistance to affected communities.

## 2. ADB Policies

### a. Midterm Review of Strategy 2020<sup>15</sup>

24. ADB's Midterm Review of Strategy 2020 includes strong justification for the Northern Flood Damaged Infrastructure Emergency Rehabilitation project, including its build-back-better approach to improve resilience to future climate change induced extreme weather events:

**“88. Strengthening integrated disaster risk management.** To reduce vulnerability to natural hazards, ADB will expand its support for integrated disaster risk management and promote the integration of climate change adaptation with disaster risk management. ADB will invest in disaster and climate resilience through stand-alone projects (e.g., flood control and early warning systems). It will also support the development of disaster risk financing instruments (such as sovereign and household disaster insurance tools), and the design and implementation of comprehensive national disaster risk financing strategies. ADB will act as a regional conduit for sharing skills, knowledge, and expertise on disaster risk management among DMCs. A new operational plan for integrated disaster risk management capturing these key threads will be prepared and implemented.”

25. ADB has supported capacity building in the sector in Afghanistan, for example through Disaster Preparedness and Management Capacity Building Technical Assistance. The technical assistance was implemented between 2002 and 2004. It was rated successful in its completion report, making a major contribution to raising awareness, and supporting the development of the 2004 draft Strategy for Disaster Risk Mitigation and Management. Although the strategy was never finalized as such, it underpinned all later institutional developments in the sector.

### b. Disaster and Emergency Assistance Policy (2004)

26. This is the policy which guides ADB's work in DRM. The policy establishes a series of objectives to (i) strengthen support for disaster risk reduction in DMCs; (ii) provide rehabilitation and reconstruction assistance following a disaster; and (iii) leverage ADB's DRM activities by developing partnerships.

### c. Operational Plan for Integrated Disaster Risk Management 2014-2020

27. In 2014, ADB developed the Operational Plan for Integrated Disaster Risk Management 2014-2020 which introduces an integrated approach, combining disaster risk reduction, disaster risk financing, and elements of climate change adaptation. The Operational Plan has three overarching objectives towards its intended outcome of strengthening disaster resilience in developing member counties (DMCs): (i) to promote an integrated DRM approach in ADB's operations; (ii) to further strengthen DMC Integrated Disaster Risk Management (IDRM) Fund capabilities, knowledge, and resources to reduce risk and to respond to disaster events in a timely, cost-efficient manner; and (iii) to mobilize additional public and private partnerships and resources for IDRM.

---

<sup>15</sup> ADB. 2014. *Midterm Review of Strategy 2020: Meeting the Challenges of a Transforming Asia and Pacific*. Manila.



**d. Country Partnership Strategy (CPS) (2009-13), Interim Country Partnership Strategy (ICPS) (2014-15) and Country Operations Business Plan (COBP) 2014–15<sup>16</sup>**

28. ADB's most recent CPS, the ICPS, was approved to extend the sectoral and thematic engagements of the CPS (2009-13). While the ICPS and current COBP do not mention flood or broader disaster risk management specifically, the natural resource management sector and transport (roads) are among the most vulnerable to disasters, flooding in particular.

**3. Agencies involved in DRM and Post-Disaster Recovery**

29. The current institutional structure for dealing with DRM comprises the National Disaster Management Commission (NDMC) and ANDMA which supports the NDMC in fulfilling its responsibilities and acts as its secretariat at national level. The structure is replicated in the provinces.

**a. National Management Commission Disaster**

30. The Commission comprises about 20 key ministries headed by the President (ANDMA 2011). It is a multi-sectoral commission chaired by the second Vice President. It is involved in setting policy direction for risk and vulnerability reduction with active participation of socio-economic, environmental, and governance sectors before and after disasters. Key line ministries of the Commission are required to establish technical units to prepare for and respond to disasters. All Cabinet members are members of NDMC. ANDMA, like its predecessor (the Department for Disaster Preparedness), performs the role of secretariat for the Commission. NDMC is replicated at provincial level where provincial commissions are chaired by the governor. The functions of the National Commission are:

- Identification and setting of strategic directions/measures for disaster reduction;
- Approval of national preparedness, response, and reconstruction plans;
- National emergency coordination (including emergency operations, response and international appeals);
- Declaration of state of disaster or emergency;
- Development of national policies and contingency plans;
- Management of funds provided for disaster relief purposes; and
- Mobilization of international assistance.

**b. Afghanistan National Disaster Management Authority (ANDMA)**

31. ANDMA was established by the government in 1971 within the President's Office.<sup>17</sup> Its role is to prevent potential losses from hazards and assure prompt and appropriate assistance to victims. ANDMA works in coordination with line ministries and its provincial offices. Pre-disaster activities include reviewing and ensuring preparedness of line ministries as well as warning dissemination and coordination. During disasters, ANDMA activities include mobilization of "assessment" and "quick response" teams. Post-disaster activities include the evaluation and implementation of compensation and rehabilitation schemes.<sup>18</sup> ANDMA

<sup>16</sup> ADB.2008. *Afghanistan: Country Partnership Strategy 2009–2013*. Manila; ADB.2014. *Afghanistan: Interim Country Partnership Strategy 2014–2015*. Manila; ADB. 2013. *Afghanistan: Country Operations Business Plan 2014–2015*. Manila

<sup>17</sup> Initially established in as the Office of Disaster Preparedness in 1971, becoming the Department of Disaster Preparedness in 2003 and ANDMA in 2006.

<sup>18</sup> Thomas V. et. al. 2012. *Mind the Gap? Local Practices and Institutional Reforms for Water Allocation in Afghanistan's Panj-Amu River Basin*. Kabul.

provides cash support to families experiencing flood-related death, amounting to AF50,000 per person, to assist with funeral and other costs.

32. Under the ADB-supported 2004 Proposed Strategy for institutional Strengthening in Disaster Risk Management,<sup>19</sup> ANDMA was required to add implementation capacity to its planning and coordination functions. To achieve this, the agency established a National Emergency Operation Center in its office in Kabul, which works to coordinate information, warnings and response during emergencies, including disasters. The center is replicated at provincial level.

33. According to the 2010 draft National Flood Strategy and Policy, ANDMA has the following responsibilities and functions:

- Identification of effective measures for disaster prevention, mitigation, preparedness activities;
- Timely mobilization and coordination for distribution of relief;
- Overall vulnerability reduction through prevention, mitigation and preparedness;
- Awareness raising for disaster prevention, mitigation and preparedness;
- Efficient use of financial and material resources for disaster;
- Training and public education in disaster reduction;
- Implementation of the decisions of the national commission for disaster preparedness, and the state government;
- Coordination of activities between various ministries, nongovernment organizations (NGOs), and communities in disaster reduction;
- Planning and organization of disaster preparedness and mitigation activities;
- Mobilization of national and international resources/assistance for disaster;
- Monitoring and supervision of disaster reduction in all concerned government bodies;
- Surveying and assessment of high risk areas, and preparation of national disaster risk management and contingency plans;
- Early warning and alert;
- Policy advice to the President and the National Commission for Disaster Preparedness,
- Monitoring and evaluation of provincial and district level activities;
- Deployment of technical and material resources in high risk areas;
- Emergency relief assistance to disaster victims; and
- Preparation of quarterly and annual progress reports.

### **C. Development Partners involved in DRM and Post-Disaster Recovery**

34. Under its DRM policy framework, Afghanistan is attempting to establish a coordinated approach to DRM. This is highlighted by the national and provincial Disaster Management Commissions which integrate relevant government agencies, by ANDMA through its emergency operations centers, and through the establishment of the National DRR Platform. The coordination among government, development partners, and NGOs was also witnessed during the 2014 floods.

35. The **Comprehensive Disaster Risk Reduction Program (CDRRP)** was implemented by the United Nations Development Programme (UNDP) between 2007 and 2010, working in partnership with ANDMA and other government ministries, UN agencies, NGOs and civil society. The program aimed at strengthening capacity in the following topics:

---

<sup>19</sup> DPP. 2004. *Proposed Strategy for Institutional Strengthening in Disaster Risk Management in Afghanistan*. UNAMA/ADB (prepared for Department of Disaster Preparedness, ANDMA's predecessor).

- Community Based Disaster Management
- Training on Disaster Management
- Disaster Management Information Systems
- Sub-national Disaster Management Plans
- Activities related to Emergency Response

36. UNDP continued to support through the **National Disaster Management Project** implemented over 2010/11 at a cost of \$2 million. Building on the work initiated under CDRRP, the project focused on two outputs: enhancing national institutional capacity; and building provincial disaster management capacity, thereby reducing risks and improving response and recovery management at all levels.

37. So far, there has not been any substantial multi- or bilateral donor projects directly supporting DRM since UNDP's National Disaster Management Project ended in 2011.

38. The UN Office for the Coordination of Humanitarian Affairs (OCHA) has been working in Afghanistan for many years. In 2013 it initiated the Afghanistan Emergency Response Fund, which funds a range of disaster related activities.<sup>20</sup> This project caters to the immediate needs of people affected by disasters and conflicts. Examples of project activities include (i) providing emergency shelter for families affected by earthquakes, (ii) distributing winter assistance such as blankets and warm clothes, (iii) providing health services for war-affected populations, (iv) repairing water and sanitation facilities in flood-affected communities, (v) providing food, cash and/or emergency agriculture and livestock supplies to drought-affected populations, and (vi) ensuring that women suffering from gender-based violence are assessed and referred to quality services for further assistance.

39. The 2013 annual report of the Afghanistan Emergency Response Fund (ERF) states that *"The Fund is an impartial source of humanitarian funding which enables rapid access to funding for activities in response to sudden onset or unforeseen emergencies, including natural disasters and conflict. Since its inception in Afghanistan in 2009, the ERF has provided Afghan and international NGOs with access to rapid and flexible funding to deliver lifesaving assistance to the most vulnerable population. The governance of the Fund also serves to strengthen coordination of emergency response activities in Afghanistan. OCHA manages the Fund on a day to day basis through a dedicated ERF secretariat, on behalf of the Humanitarian Coordinator (HC). Total contributions from January 2009 to December 2013 amounted to US\$24.9 million from seven donors."*

40. A range of other government agencies and NGOs are active in providing disaster relief. For example, during the 2014 floods, OCHA documents indicate that the following agencies and NGOs attended a disaster recovery meeting in Mazar-i-Sharif on 24 June 2014. All of these agencies undertook assessments and/or provided support to communities:

**Government Departments:** Rural Rehabilitation and Development, Water Management (of MEW), Agriculture Irrigation and Livestock, and Directorate of Public Health

**Agencies:**<sup>21</sup> IOM, OCHA, UNHCR, UNICEF, WFP, WHO

**NGOs:** Nine international and national NGOs

<sup>20</sup> <http://www.acdi-cida.gc.ca/cidaweb/cpo.nsf/vWebCSAZEn/788D7ECC8966663A85257B3B00359B09>

<sup>21</sup> The agencies and NGOs are listed to give an idea of the breadth of support available to assist in the humanitarian response to floods in Afghanistan.

41. Government departments involved in recovery in other provinces included the Department of Public Works. Other NGOs involved in providing disaster relief after the 2014 disaster included: AKDN, ARCS, Concern Worldwide, FOCUS, Halo Trust, ICRC, Shelter for Life and ZOA.

42. Most of the immediate need after a flood relates to food, shelter, and finance, often provided through cash for work or food for work. Most of the agencies and departments listed above focus on these activities. Relatively few agencies support post-flood reconstruction and economic recovery. Longer-term recovery and reconstruction efforts focus on the rebuilding of destroyed or damaged houses, and the repair or reconstruction of damaged irrigation and road infrastructure.

43. Of the donor agencies and NGOs, only World Bank is known to be supporting irrigation sector recovery from the 2014 floods. It is allocating unused funds, some \$20 million, from its \$98 million Irrigation Restoration and Development Project to repair flood damage on systems assisted under this and earlier irrigation projects – including the Emergency Irrigation and Rehabilitation Program and the On-Farm Water Management Project. Due diligence will be required to ensure that the ADB and World Bank projects do not duplicate activities.