



Government of Tajikistan  
Committee of Emergency Situations and Civil Defence

United Nations Development Programme

“Disaster Risk Management Programme”  
Phase 2 (2007 – 2009)  
Programme Document

Atlas Award # 00038972  
Project ID # 00043487

**Summary**

During the second phase, the Disaster Risk Management Programme will reduce the impact of natural disasters on vulnerable communities by strengthening national capacity to prevent, coordinate and respond to natural disasters. At the inception, the programme will be directly executed by UNDP, and following the results of the government capacity assessment in 2008, the programme should become nationally executed by the Committee of Emergency Situations and Civil Defence by January, 2009. The programme will continue to strengthen the capacity of the Committee of Emergency Situations at the national level, while building regional mechanisms for DRM and mainstreaming DRM into state policy at the national and sub-national level.

<b>COUNTRY: TAJIKISTAN</b>
----------------------------

UNDAF Outcome	Outcome 4: Natural resources sustainably managed, and fewer persons killed or affected by disasters.
CPAP Outcome	CPAP Outcome 4: Natural resources sustainably managed and fewer persons killed, injured, made homeless, or affected by disasters. Indicator 1: National statistics on death due to disasters and numbers made homeless.
CPAP Output	CPAP Output 12: Improved Disaster Response and Risk Management.  Expected Outcome: The substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and countries.
Hyogo Framework for Action (2005-2015)	Strategic goals: 1. The integration of disaster risk reduction into sustainable development policies and planning; 2. Development and strengthening of institutions, mechanisms and capacities to build resilience to hazards; 3. The systematic incorporation of risk reduction approaches into the implementation of emergency preparedness, response and recovery programmes.
Implementing partner	Committee of Emergency Situations and Civil Defence under the Government of Tajikistan (CoES).

During the second phase, the Disaster Risk Management Programme will reduce the impact of natural disasters on vulnerable communities by strengthening national capacity to prevent, coordinate and respond to natural disasters. At the inception, the programme will be directly executed by UNDP, and following the results of the government capacity assessment in 2008, the programme should become nationally executed by the Committee of Emergency Situations and Civil Defence by January, 2009. The programme will continue to strengthen the capacity of the Committee of Emergency Situations at the national level, while building regional mechanisms for DRM and mainstreaming DRM into state policy at the national and sub-national level.

Project Title: Disaster Risk Management Programme  Project ID: 00043487 Project Duration: January 2007 - December 2009 Management: DEX-implemented	<table border="0"> <tr> <td>Total Budget</td> <td style="text-align: right;">\$ 4,342,000.00</td> </tr> <tr> <td>Allocated resources:</td> <td></td> </tr> <tr> <td>• CIDA</td> <td style="text-align: right;">\$ 33,000.00</td> </tr> <tr> <td>• ECHO</td> <td style="text-align: right;">\$ 455,000.00</td> </tr> <tr> <td>• SDC</td> <td style="text-align: right;">\$ 110,000.00</td> </tr> <tr> <td>• CoES/Government (in-kind)</td> <td style="text-align: right;">\$ 325,000.00</td> </tr> <tr> <td>• UNDP TRAC Core</td> <td style="text-align: right;">\$ 75,000.00</td> </tr> <tr> <td>Unfunded:</td> <td style="text-align: right;">\$ 3,669,000.00</td> </tr> </table>	Total Budget	\$ 4,342,000.00	Allocated resources:		• CIDA	\$ 33,000.00	• ECHO	\$ 455,000.00	• SDC	\$ 110,000.00	• CoES/Government (in-kind)	\$ 325,000.00	• UNDP TRAC Core	\$ 75,000.00	Unfunded:	\$ 3,669,000.00
Total Budget	\$ 4,342,000.00																
Allocated resources:																	
• CIDA	\$ 33,000.00																
• ECHO	\$ 455,000.00																
• SDC	\$ 110,000.00																
• CoES/Government (in-kind)	\$ 325,000.00																
• UNDP TRAC Core	\$ 75,000.00																
Unfunded:	\$ 3,669,000.00																

**Agreed by Committee of Emergency Situations and Civil Defence under the Government of Tajikistan:**

---

**Agreed by UNDP:**

---

## Table of Contents

<b>SECTION I: Narrative</b> .....	<b>4</b>
Part I: Situation Analysis.....	4
Part II: Strategy .....	9
Part III: Management Arrangements .....	11
Part IV: Monitoring and Evaluation Plan and Budget .....	13
Part V: Legal Context.....	14
<b>Annexes</b> .....	<b>15</b>
Annex 1 – Disaster Risk Management Programme Results Framework ..	15
Annex 2 – Programme Budget (2007-2009).....	21
Annex 3 - List of Acronyms Used in the Document.....	22

## SECTION I: NARRATIVE

### PART I: SITUATION ANALYSIS

1. Tajikistan remains at high risk from a range of natural and technological disasters such as floods, land and mud-slides, earthquakes, avalanches, rock falls, droughts, epidemic outbreaks of diseases and industrial or technological accidents. The high risk is both related to the topography, geo-physical, hydrological and climatic conditions of the country (more than 90% of the Tajik territory are covered by mountains varying in height from several hundred to 7000 meters above sea level) and to anthropogenic factors. According to CoES reports, for the period of 2000-2006, natural disasters have killed more than 180 people, damaged more than 48,000 houses and caused economic damage of more than USD 250 million.
2. While the macro-economic performance of the country is improving and the overall share of the population living in poverty is going down<sup>1</sup> the poverty rate remains significantly higher in rural areas (where 73 percent of the population is living). It is also the rural population that is currently most affected by frequent small and medium scale disasters. There are many reasons for this including the lack of maintenance of Soviet era infrastructure, unsustainable agricultural practices such as the transformation of marginal pastures into agricultural lands and uncontrolled growth of settlements in high risk locations. The impact from floods, avalanches, earthquakes, land- and mudslides further impoverish marginalized communities. Climate change<sup>2</sup> may further increase the frequency of such phenomena. The housing stock suffers from a lack of maintenance and many buildings do not conform to minimum standards or codes. This applies both to rural and urban areas.
3. Since the end of the civil war the government has focused its attention on the reconstruction and economic recovery of the country and the creation of free market and democratic institutions. As of yet, there is no long term strategy to counter the accumulation of disaster risk in the country and the enforcement of relevant regulations such as those concerning land use and construction is insufficient. A Disaster Risk Management Strategy, developed jointly between the government and the international community, is necessary to follow a shared view and ensure coordination and planning of DRM activities. Coordination of disaster prevention and mitigation countrywide has been entrusted to the Committee of Emergency Situations and Civil Defence under the Government of Tajikistan ([CoES](#)), however the budgetary allocations to this sector have shrunken by a factor of 1000 since 1991. These financial constraints make it very difficult to tackle risk management issues at a meaningful scale.

---

<sup>1</sup> In 2003, 64 percent of the population was living on less than USD 2.15 a day at purchasing power parity (World Bank Assessment).

<sup>2</sup> [First National Communication on Climate Change](#), page 15

4. Disaster prevention and mitigation are cross-cutting themes, which need to be addressed through concerted efforts by various ministries and organizations. Currently, line Ministries may protect their investments against the impact from natural hazards (such as dams and hydro-power plants, roads, bridges, schools, hospitals etc.) but the scale and significance of these activities is not systematically recorded or monitored. There are very limited resources in the state budget for prevention and mitigation activities, and in most cases no specific budget lines in the budgets of individual ministries, provincial or district level governments. Prevention is included in the Terms of Reference of the State Commission on Emergency Situations, but this function may yet have to be fully assumed at the national, regional and local levels. Local governments who bear responsibility for their jurisdictions often lack the knowledge and resources to engage in risk management activities.
5. To this date Disaster Risk Management in Tajikistan is focusing upon preparedness and response with the Committee of Emergency Situations playing a lead role. While struggling with a dearth of resources, the Committee repeatedly demonstrated its ability to manage operations in response to small and medium scale disasters. As the recommendations from the [UNDAC report](#) show, there is however room to improvement, to update the system, strengthen coordination and engrain disaster preparedness as a function not only of the Committee but also as a function of regional and local governments with appropriate funding attached to it. Mechanisms that would facilitate timely and well targeted assistance to vulnerable communities in case of a large scale disaster still have to be agreed upon between the government and international community.
6. National roles and responsibilities of various actors at various administrative levels in preparedness, prevention and mitigation still need to be clarified. The legislative basis is not yet completed (particularly at the level of sub-laws and directives). There is, as of yet, no national i.e. multi-organizational risk management strategy and/ or disaster preparedness and response plan, which would give strategic guidance to all national stakeholders and clarify the roles and responsibilities. Disaster Preparedness programme of ECHO is currently supporting a joint UNDP and CoES project aiming at assisting the government in developing these strategic and operational documents.
7. Currently the specific budget line for emergency response represents about 8% of the annual state budget (which equals the significant sum of 1.5 billion Somoni in 2006). If some of that funding were available for risk reduction and preparedness, not only at the national but also at regional and local levels, high expenses on response and recovery could eventually be cut down and be channelled into development.
8. On a positive note, awareness that disaster risk management needs to be addressed systematically has been growing over the last years in Tajikistan. Furthermore, the country can still rely on significant expertise in hazard assessment and disaster

management. Tajikistan was at the cutting edge of hazard related research in the former Soviet Union and its experts (its seismologists in particular) enjoyed global recognition amongst their peers. Relevant research institutions if weakened by an exodus of some leading experts in the 90s have however survived the years of civil war and transition and recent efforts by international agencies and donors are helping to put some of the essential monitoring networks back in place. Young experts are provided with training opportunities abroad, even though low salaries and career prospects make it difficult to attract sufficient numbers of talented students to the relevant fields.

9. The need to address Disaster Risk Management has been acknowledged by various international agencies and the number of and funding for such initiatives has been increasing over the past years. Several international NGOs (mainly supported by Disaster Preparedness programme of ECHO–DIPECHO and SDC) are working at the community level and have helped to raise community awareness of risks, considerably contributed towards increased community capacity to prepare for disasters and have engaged in risk mitigation works.
10. The use of technology, such as Geographical Information Systems (GIS) and modern methods in hazard and risk assessment are being widely applied by the specialized national institutions and the international community. However, the approach and standards vary from one organization to another. There is an urgent need to develop national standards to avoid duplications and to ensure efficient information exchange and compatibility of databases.
11. While the overall DRM awareness of communities has grown, the scale and quality of these initiatives varies. There is a lack of agreed standards, guidelines and adapted technologies to strengthen the resilience of local infrastructure and communities. As a positive development, Tajik NGOs are increasingly active in DRM ranging from the Red Crescent Society with its country-wide network and institutionalized role in disaster preparedness and response to smaller NGOs that have specialized in the provision of specialized services. The role of NGOs is not yet fully appreciated by the government and NGOs on their side find it sometimes hard to understand the requirements of the government. Further discussions and clarification of mutual roles and responsibilities are necessary.
12. Institutional donors such as ECHO, through its [DIPECHO](#) programme and the Swiss Agency for Development and Cooperation ([Swiss Disaster Reduction Strategy for Central Asia 2004-2008](#)) have developed their own strategies and frameworks for Central Asia and contribute their thinking and expertise to the DRM dialogue in Tajikistan. Others such as the ADB, GTZ and SIDA (through Swedish Rescue Services Agency- SRSA) are joining in and will enrich this dialogue as well as the available funding base for DRM.
13. UNDP has been providing support to the Committee of Emergency Situations and Civil Defence (formerly the Ministry of Emergency Situations and Civil Defence)

since 2003, the start of its preparatory assistance project preceding the 2004-2006 “Moving Mountains” UN Disaster Risk Management Project. Main results of this close cooperation have been the creation and institutionalization of an Information Management and Analytical Centre (IMAC) within the CoES (plus regional branches). This initiative is being supported by SDC and CIDA. The Centre is expected to play a lead role in the much needed collection, analysis and sharing of information on hazards and vulnerabilities in the design and coordination of risk assessments and risk maps, the use of such information in government programs and projects and in the monitoring and analysis of the situation in the field. One of IMAC’s important responsibilities is to support the development of standards in the field of DRM, specifically in hazard and risk mapping and GIS.

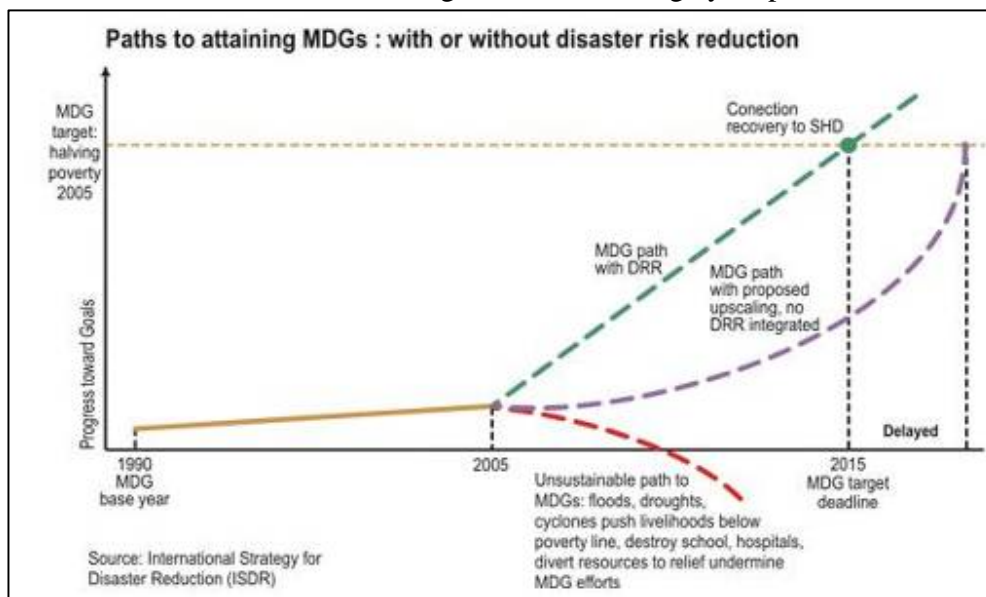
14. Dushanbe city and Gissar regional CoES offices were not covered by the first phase of the programme. This has caused a gap in the development of nationwide information management system. Considering the fact that according to the official data the population of Dushanbe is 650 thousand people and that the city is prone to various disasters, especially earthquakes, it is necessary to include this office into the programme. Gissar CoES office covers a wide area, including Varzob district, where flash floods, mud and land slides have been constantly affecting the local population. In 2004, a major flash flood in Varzob district affected Dushanbe city water supply system for several months leaving a population of more than 600,000 without drinking water.
15. The Operations Department of CoES with its regional branches plays an important role in the field of disaster risk management in Tajikistan, currently oriented towards disaster communications and response operations. Their disaster prevention and mitigation role remains to be clarified and strengthened if and where necessary. The interface between IMAC and the Operations Center (as one of IMAC’s potential and important “clients”) needs to be clarified.
16. UNDP, with the financial support from SDC and CIDA, is also providing assistance to the Training Centre of the CoES in updating the DRM curriculum and in elaborating updated manuals for training the decision-makers at the national, regional and local levels. The training manuals and modules will require constant updating and revision based on practical use in the field. The training centres, located in Dushanbe and in various regions of the country, focus upon training individuals from government agencies, the private sector and the wider public. Inter-relations between the Republican training centre in Dushanbe and the regional training centres particularly with regard to the training of trainers and supervision of training standards and results require clarification. The training centres have no mandate to provide ongoing training to committee staff for skills development. This causes a certain gap regarding the professional training of CoES staff particularly with regard to updated approaches to and practices of DRM. The introduction of a DRM course at the Central Asian University of Khorog is being discussed; however this does not answer the short-term training needs of Committee staff members.

17. The Rapid Emergency Assessment and Coordination Team ([REACT](#)), consists of international and national agencies and organizations (donors, NGOs, multi-lateral and bi-lateral organizations, various state ministries) has grown into the Disaster Risk Management Partnership in Tajikistan. This mechanism aims at the coordination of disaster risk management and disaster response and recovery operations. REACT also has a capacity building function, namely to strengthen the CoES leadership in disaster risk management field. The group is chaired by the CoES while UNDP provides organizational and secretarial services to its monthly meetings at national level. Compared to 12 members initially making up REACT back in 2001, the team has grown considerably and has expanded its mandate.
18. Following the global cluster approach, established by the UN Inter-Agency Standing Committee, five [sectoral groups](#) were created within REACT covering non food items and shelter, food, water and sanitation, health and education. Each sector comprises of specific national and international organizations and is led by UN agencies. Considering the fact that UNDP, at the global level, leads the [Early Recovery](#) cluster, the REACT can be further strengthened to fully integrate this responsibility as well. The exact status, role, function, composition and appropriate procedures and mechanisms for the group are currently under review within the DIPECHO funded UNDP project. Careful consideration should be given to the question whether the “cluster” approach while useful in emergencies is actually appropriate for the facilitation and coordination of various inputs into capacity building for Disaster Risk Management.
19. Regional REACT groups have also been established covering specific geographical areas (Rasht and Zerafshan Valleys, Kulyab region and Sughd). Some of the regional REACT groups have been successful at coordination and disaster response, however, the groups have been operating differently due to various factors. The potential of these regional coordination bodies are yet to be fully mobilized to advocate for integrated disaster risk management approach at the regional and local levels. Plans are underway to establish two more regional groups (in Kurgan Tube for Vakhsh region of Khatlon Oblast and in Khorog covering GBAO).
20. UNDP is also providing disaster risk management support to a number of vulnerable communities in Ferghana Valley as part of “Environment and Security Initiative”, in Zerafshan valley as part of the DFID/UNDP “Ferghana Valley Initiative” and in Khatlon Province. These communities are also covered by UNDP’s Communities Program. So far activities of the UNDRMP and the Communities Program are not yet fully integrated. The DRM activities include assessments, community mobilization and training as well as physical mitigation works. These small scale community-based interventions are necessary for the programme to be close to the local population and to experience the realities in the field. This would ensure that the work being done on the national level, such as development of strategic risk management documents and plans incorporate and relate to actual problems to be tackled at all levels. One other main question is how

to ensure that such projects scale up to have a meaningful impact, as vulnerability of communities and infrastructure keeps growing.

## PART II: STRATEGY

21. The programme’s long-term goal is to “reduce the impact of natural disasters on and increase the resilience of vulnerable communities in Tajikistan.” Focusing on managing the risks of disasters is in line with strategic priorities set in the UN Development Assistance Framework (2005-2009)<sup>3</sup>, the UNDP Country Programme Action Plan (2005-2009)<sup>4</sup> and Tajikistan’s National Development Strategy of the Republic of Tajikistan until 2015.<sup>5</sup> Disaster risk management in Tajikistan is a major challenge, which requires a consistent and coherent approach by all stakeholders, especially by the government. A three year programme can not fully build capacities and ensure resilience of all vulnerable communities. The national systems, tools, policies and legislation being developed and tested now will make a difference, but will require further application and revision by national structures and firm support and backup from the international community beyond 2009.
22. The second phase of UNDP’s DRM Programme will further contribute to reduce risks and vulnerability by expanding the reach of the DRM dialogue and action. As the chart below shows, achieving MDGs will largely depend on a sustainable



<sup>3</sup> [UNDAF](#) Outcome 4: Natural resources sustainably managed, and fewer persons killed or affected by disasters

<sup>4</sup> [CPAP](#) Outcome 4: Natural resources sustainably managed and fewer persons killed, injured, made homeless, or affected by disasters; CPAP Output 12: Improved Disaster Response and Risk Management

<sup>5</sup> [National Development Strategy](#), p. 55

development path with an integrated DRM approach. This phase of the programme will deepen DRM capacity building and mainstream DRM into government planning, engaging stakeholders at both the national and local level. Success will be measured by the programme’s influence on policies, planning, standards and actions that help to effectively reduce risks.

23. Focusing on building the capacity of national institutions, the programme will move towards national ownership and execution. Following the results of the government capacity assessment in 2008, the programme implementation modality will shift from direct execution by UNDP to national execution by the Committee of Emergency Situations by January 2009. At the same time, national authorities will take increasing ownership of programming, through measures such as increased information exchange and further strengthening REACT.
24. During the programme period, UNDP will work in five broad directions to contribute to reduced disaster risk in Tajikistan. First, it will strengthen the capacity of the Committee of Emergency Situations to effectively monitor, predict, prevent, prepare for and coordinate response to natural disasters. Second, it will strengthen the institutional framework and strategic planning for DRM. Third, it will strengthen national capacity to respond to disasters. Fourth, it will strengthen regional DRM institutions and mainstream DRM into local level planning. Fifth, it will transfer the implementation of the Programme from Direct Execution by UNDP to the National Execution by the CoES.
25. At the national level, the programme will continue to strengthen the capacity and the role of the Committee of Emergency Situations (CoES). The capacity of its staff will be increased through trainings, skills development and provision of specialized equipment. UNDP will support CoES in its role of facilitating coordination of all DRM actors in the country, in particular through the national and regional REACT mechanisms.
26. Following the recommendations of the 2006 UNDAC report, more emphasis will be placed on the CoES disaster preparedness and response capacities to fill identified gaps. The programme will further develop disaster preparedness and response (including search and rescue) legislation, and will strengthen the CoES Operations Department, Search and Rescue Teams and entities. Operational guidelines and procedures will be established that are in line with new DRM legislation, Tajikistan’s administrative structure and the national context.
27. At the sub-national level, UNDP will seek to link national-level and local-level DRM activities by establishing communication and harmonization mechanisms. Moreover, it will integrate its local level DRM activities into UNDP’s Communities Programme to strengthen community outreach and linkages with local governments in one-third of municipalities.<sup>6</sup>

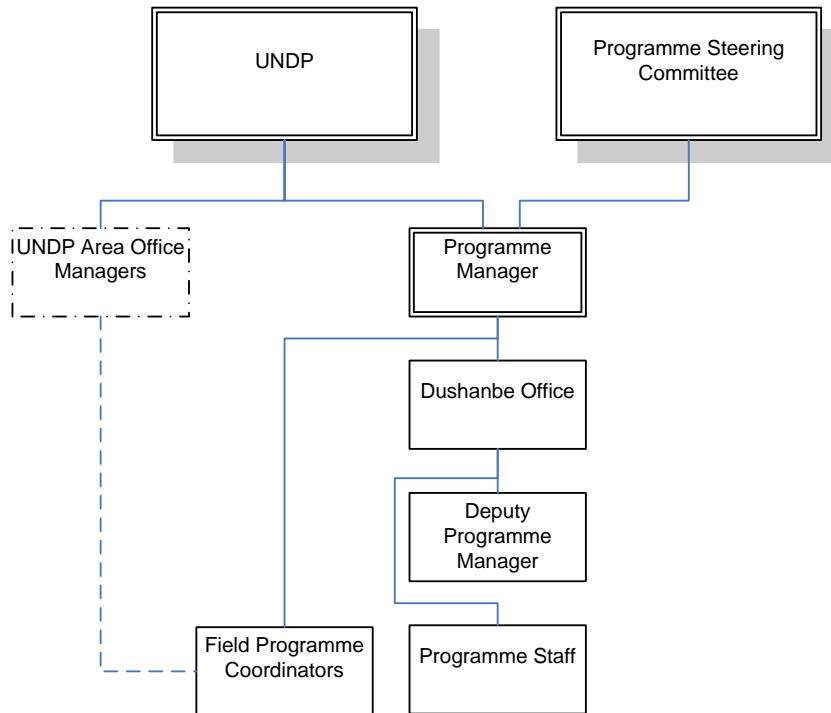
---

<sup>6</sup> UNDP’s Communities Programme is active in roughly one-third of Jamoats (110 of over 300).

28. CoES financial resources’ are insufficient to meaningfully address disaster risk management and in particular risk reduction objectives. DRM must be mainstreamed into the mandates of other line ministries through active cooperation. Raising national awareness and developing plans that mainstream DRM into state policy and planning will be critical and interrelated components of the second phase. This includes advocacy for the strengthening of inter-sector coordination mechanisms and exploring better funding mechanisms for DRM. The legislative framework for DRM will also be assessed and elaborated to meet this strategic direction.
29. In order to ensure readiness of UNDP Country Office to bigger scale disasters, the programme will keep abreast with the [UNDP/BCPR SURGE project](#) and will ensure integration of its recommendations into the programme.

### **PART III: MANAGEMENT ARRANGEMENTS**

30. In recognition of the special development situation of Tajikistan and the capacity of local authorities to execute the programme, the inception of the programme will be directly executed by UNDP, in close collaboration with CoES. However, the programme will increase national ownership of programming in 2007-2008 such that CoES will nationally execute the programme by January 2009. A capacity assessment will be conducted to evaluate this transfer of responsibilities and establish a transfer plan with clear milestones. The programme staff will be re-located to the premises of the CoES by January, 2008, to ensure closer collaboration and cooperation with the main beneficiary.
31. The programme will be implemented through sub-projects, some of which have started within Phase I of the programme, and other projects that are yet to start. New sub-projects will be designed to meet specific needs identified in the programme.
32. The previous coordination and steering bodies (Programme Working Group and Programme Steering Committee) will be re-organized to reflect the UNDP model arrangement for DEX programmes. This will include the establishment of a Programme Steering and Coordination Committee (PSC) for strategic programme activity management to ensure achievement of results on the primary programme outcomes. The PSC will be composed of representatives of the relevant government institutions, representatives of the UNDP Country Office, the Programme Manager, as well as representatives of donor organizations funding the programme. The Chairman of the Committee of Emergency Situations or his representative will be the PSC Chairman.



33. PSC meetings will be organized by the Programme Manager (PM) to monitor progress and implementation of activities. Strategic management decisions will be taken by the PSC to meet UNDP’s Country Program Action Plan (CPAP) and Annual Work Plan (AWP) outputs and outcomes. PSC meetings will be held based on programme needs, but not less than once per six months. Monthly and annual progress reports will be crucial to monitor and ensure progress towards envisaged outputs and outcomes.
34. Sub-Project Working Groups (SPWG) will be established for the individual projects, comprising of DRMP staff, the responsible UNDP Programme Officer, responsible staff appointed by the Chairman of the Committee of Emergency Situations, donors representatives, and where applicable other relevant stakeholders and partners. The SPWGs will monitor and advise on the results of individual sub-projects are achieved, as stated in relevant project documents. SPWG meetings will be held based on project needs, but not less than once per two months.
35. The PM will report to and be assessed by the UNDP Deputy Resident Representative (DRR). Alternatively, the DRR may delegate this authority to another officer at the UNDP country office.
36. The PM will have overall oversight and the prime responsibility for ensuring the effective implementation of the programme and will supervise the programme’s staff. The PM will also closely coordinate programme activities with relevant Government institutions and hold regular consultations with other stakeholders.

Together with the UNDP Country office, the PM will also communicate with donors for programme development and fund raising purposes.

37. The Deputy Programme Manager will support the Programme Manager for efficient programme implementation. In particular, timely and accurate reporting to donors, supervisory bodies and to the UNDP country office will be delegated to the Deputy PM.
38. Programme Assurance, as defined by the UNDP programming manual, is provided by the responsible programme officer at the UNDP country office.
39. Apart from the Programme Manager and Deputy Programme Manager, programme staff will be hired according to needs. Whereas some staff will have administrative responsibilities relating to all sub-projects, other staff members will be working specifically for tasks in particular sub-projects. The financing of the various staff members will vary accordingly.
40. Technical Advisors and Consultants will be hired based on individual project needs for the support of the PM. The main tasks of the Technical Advisors and Consultants will be to provide expert advisory services and technical assistance to the PM and other project experts.
41. Field Programme Coordinators located in UNDP Area Offices (currently, in Aini and Khujand) coordinate and supervise the work in the field. Although programmatically, the Field Programme Coordinator are guided by the PM, they are supervised by the UNDP Area managers in the respective office. This will also facilitate integration between relevant area program components.
42. A suitable exit strategy will be developed during the third year of the second phase by the Programme Manager in cooperation with leading experts. The exit strategy will have to be approved by the PSC.

#### **PART IV: MONITORING AND EVALUATION PLAN AND BUDGET**

43. Generally, the programme will be subject to monitoring by the UNDP Tajikistan Country Office in accordance with UNDP monitoring and evaluation rules and procedures. The Programme will have its own Monitoring and Evaluation Plan developed by PM in consultation with the UNDP Programme Development Unit. Thereby the programme objectives, indicators and targets mentioned in the programme logical framework matrix will serve as reference for the monitoring and evaluation of the programme. Quarterly progress reports prepared by the Programme Manager will provide a further basis for monitoring and evaluation of programme progress.
44. Specifically the programme will be externally evaluated latest by the end of 2007 and again at the end of the second programme cycle. The evaluation in 2007 is necessary since the programme could not be evaluated as scheduled at the end of

the first cycle in 2006. It is understood that this evaluation may lead to refinements of the current programme document. A detailed monitoring and evaluation work plan and corresponding budget are provided in Annex 1 and Annex 2 respectively.

45. The program is further subject to the DEX audit and inventory in accordance with UNDP rules and regulations. Regular external financial audits as required according to UNDP rules will be conducted. An Annual Program Work Plan will be prepared by the PM together with the CP Program Manager, Area Managers, as well as other leading programme experts in consultation with the programme stakeholders and agreed upon by the Programme Steering and Coordination Committee (PSC). The Work Plan will generally serve as a planning, coordination and monitoring tool.
46. The Programme Budget (Annex 2) will be revised by the PM on 6 monthly basis, or whenever deemed necessary, following the results of individual project evaluations and changes. Budget changes will be approved by UNDP Country Office.

## **PART V: LEGAL CONTEXT**

47. This Programme Document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement between the Government of the Republic of Tajikistan and the United Nations Development Program, signed by the parties on 1 October 1993. The host country implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government co-operating agency described in that Agreement.
48. The UNDP Resident Representative in Dushanbe, Tajikistan is authorized to effect in writing the following types of revision to this Programme Document, provided that he/she has verified the agreement thereto by the UNDP Program Unit and is assured that other signatories to the Program Document have no objection to the proposed changes:
  - a) Revision of, or addition to, any of the annexes to the Programme Document;
  - b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the programme, but are caused by the rearrangement of the inputs already agreed to or by cost increases due to inflation;
  - c) Mandatory annual revisions which re-phase the delivery of agreed programme inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility; and
  - d) Inclusion of additional annexes and attachments only as set out here in this Programme Document

## ANNEXES

### ANNEX 1 – DISASTER RISK MANAGEMENT PROGRAMME RESULTS FRAMEWORK

#### **Project title and ID:**

“Disaster Risk Management Program”  
Atlas Award # 00038972  
Project ID # 00043487

**Goal:** Reduce the impact of natural disasters on vulnerable communities in Tajikistan

**Objective:** Strengthen national capacity to prevent, coordinate and respond to natural disasters

#### **CPAP Framework**

*CPAP Outcome 4: Natural resources sustainably managed and fewer persons killed, injured, made homeless, or affected by disasters*

- Indicator 1: National statistics on death due to disasters and numbers made homeless.

*CPAP Output 12: Improved Disaster Response and Risk Management*

- Target: Number of people affected by disasters reduced.
- Baseline: 40 dead, 9,000 households affected in 2003.
- Indicator 1: Unified coordination mechanism that fosters national leadership and coordinates all international actors
- Indicator 2: Fully functioning national information and coordination hub that consolidates and analyzes information from the field
- Indicator 3: Improved national management of natural disasters through updated training for trainers and officials.

#### **MYFF Framework**

Service line 4.5: Natural disaster reduction

#### **Partnership Strategy**

The programme will be DEX-implemented with the Committee on Emergency Situations as the counterpart, whose capacity will be built to plan, prevent, coordinate and effectively respond to natural disasters. The programme will continue to increase the responsibilities of national counterparts throughout this programme phase, such that the programme will be NEX-implemented by 2009.

Outputs	Output Targets 2007-2009	Activities	Responsible partners	Inputs
<p><b>1. The Committee of Emergency Situations (CoES) is better able to monitor, predict, prevent, prepare for and coordinate response to disasters.</b></p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> <li>- Number of information requests on hazard and risks</li> <li>- Response time for situation reports, disaster assessments</li> <li>- Number of prepared bulletins, maps or reports</li> </ul>	<p>1.1 CoES DRM coordination role strengthened</p>	<ul style="list-style-type: none"> <li>▪ Strengthen REACT chairmanship of CoES</li> <li>▪ Provide secretariat function for national and regional REACT groups</li> <li>▪ Facilitate information exchange</li> <li>▪ Maintain disaster management website section</li> <li>▪ Facilitate the coordination of disaster management cycle</li> <li>▪ Develop a charter for REACT, accepted by government</li> <li>▪ Streamline project planning process by DRM stakeholders under the leadership of CoES</li> <li>▪ Build capacity of CoES staff to coordinate DRM</li> </ul>	<ul style="list-style-type: none"> <li>- CoES</li> <li>- REACT Partners</li> <li>- ECHO</li> </ul>	<p><b>\$ 1,457,500</b></p>
	<p>1.2 IMAC effectively acts as hazard and risk information hub at national and regional levels</p>	<ul style="list-style-type: none"> <li>▪ Establish ICT communication network</li> <li>▪ Conduct trainings for CoES staff on computer skills</li> <li>▪ Conduct trainings for IMAC staff on analytical skills</li> <li>▪ Establish IMAC as an independent structure within CoES</li> <li>▪ Facilitate the development of a DRM information package for policy-makers</li> </ul>	<ul style="list-style-type: none"> <li>- CoES/IMAC</li> <li>- International NGOs</li> <li>- Donors</li> <li>- State Agency on Land Use</li> <li>- State Meteorological Agency (Hydromet)</li> <li>- SDC</li> <li>- CIDA</li> </ul>	

<b>Outputs</b>	<b>Output Targets 2007-2009</b>	<b>Activities</b>	<b>Responsible partners</b>	<b>Inputs</b>
<ul style="list-style-type: none"> <li>- Time that elapses between occurrence of disaster and appropriate activation of plans and procedures</li> </ul>	1.3 Operations departments of CoES are better able to coordinate and respond to disasters	<ul style="list-style-type: none"> <li>▪ Establish computer network for communication</li> <li>▪ Conduct trainings for CoES at central and regional branches on computer skills</li> <li>▪ Review ToRs, Standard Operation Procedures</li> <li>▪ Train staff</li> </ul>	<ul style="list-style-type: none"> <li>- CoES/IMAC</li> <li>- International NGOs</li> <li>- Donors</li> <li>- ECHO</li> <li>- GTZ</li> </ul>	
	1.4 CoES training system effectively builds staff capacity	<ul style="list-style-type: none"> <li>▪ Facilitate CRWG to design of new training modules</li> <li>▪ Publish and distribute training modules</li> <li>▪ Piloting/ improving/ updating of training modules</li> <li>▪ Linking developed modules with implemented activities at regional/ local levels to test their relevance</li> <li>▪ Further capacity development of trainers</li> <li>▪ Conduct trainings for TC staff on computer skills</li> <li>▪ Improve of training libraries</li> </ul>	<ul style="list-style-type: none"> <li>- CoES</li> <li>- NGO “Manizha”</li> <li>- SDC</li> <li>- CIDA</li> </ul>	
	1.5 Standardized GIS DRM system is established	<ul style="list-style-type: none"> <li>▪ Standardize the GIS application for DRM</li> <li>▪ Setting national GIS standards in DRM</li> <li>▪ Establish IMAC as the national resource center</li> <li>▪ Standardize existing GIS approaches</li> </ul>	<ul style="list-style-type: none"> <li>- IMAC of CoES</li> <li>- Glav Geology Department</li> <li>- Agency for Land use planning</li> <li>- REACT Partners</li> <li>- ECHO</li> </ul>	

<p><b>2. DRM strategies and planning is strengthened in Tajikistan</b></p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> <li>- National DRM Strategy adopted</li> <li>- National disaster preparedness and response plan simulated and adopted</li> <li>- Number of legislative amendments</li> <li>- Quality of IACP simulation results</li> <li>- Dushanbe earthquake scenarios</li> </ul>	<p>2.1 National DRM Strategy for 2008-2015 developed</p>	<ul style="list-style-type: none"> <li>▪ Establish a Working Group based on National Commission on Emergency Situations</li> <li>▪ Facilitate Working Group in drafting the National Strategy</li> <li>▪ Submit strategy to government for approval</li> <li>▪ Disseminate and advocate for implementation of strategy</li> </ul>	<ul style="list-style-type: none"> <li>- CoES</li> <li>- Line Ministries</li> <li>- REACT Partners</li> <li>- ECHO</li> <li>- UN ISDR</li> </ul>	<p><b>\$ 707,500</b></p>
	<p>2.2 National Disaster Preparedness and Response Plan for 2008-2010 developed</p>	<ul style="list-style-type: none"> <li>▪ Establish a Drafting Working Group</li> <li>▪ Facilitate Drafting Working Group in drafting the National Plan</li> <li>▪ Submit strategy to government for approval</li> <li>▪ Disseminate and advocate for implementation of the plan</li> </ul>	<ul style="list-style-type: none"> <li>- CoES</li> <li>- Line Ministries</li> <li>- REACT Partners</li> <li>- ECHO</li> </ul>	
	<p>2.3 DRM legislation is amended and approved to reflect strategic plans</p>	<ul style="list-style-type: none"> <li>▪ Establish a Working Group</li> <li>▪ Amend DRM legislation particularly Search and Rescue legislation</li> <li>▪ Facilitate parliamentary approval of the amended legislation</li> </ul>	<ul style="list-style-type: none"> <li>- SRSA</li> <li>- CoES</li> <li>- Parliament</li> <li>- REACT Partners</li> <li>- ECHO</li> <li>- SDC</li> <li>- SIDA</li> </ul>	
	<p>2.4 International community’s preparedness and response plans are improved and tested</p>	<ul style="list-style-type: none"> <li>▪ Create IACP Working Group</li> <li>▪ Update REACT IACP</li> <li>▪ Update REACT IACP contingency database</li> <li>▪ Test IACP through simulation exercise</li> </ul>	<ul style="list-style-type: none"> <li>- CoES</li> <li>- REACT Partners</li> <li>- UN Country Team</li> <li>- ECHO</li> </ul>	
	<p>2.5 Dushanbe seismic vulnerability assessment and earthquake scenarios are available for response planning</p>	<ul style="list-style-type: none"> <li>▪ Establish project task force with national partners</li> <li>▪ Conduct inventory of residential buildings</li> <li>▪ Develop action plans and earthquake scenarios</li> <li>▪ Conduct trainings and capacity-building of national partners</li> </ul>	<ul style="list-style-type: none"> <li>- CoES</li> <li>- Dushanbe Hukumat</li> <li>- REACT Partners</li> <li>- Institute of Seismology</li> <li>- “PMP International”</li> <li>- NGO</li> <li>- Tajik Technical University</li> <li>- ECHO</li> </ul>	

<b>3. National authorities and the international community are better able to respond to disasters</b>  <u>Indicators:</u> - Operability of UN Emergency Reserve - Quality performance of RRT - Quality performance of CoES Search and Rescue	3.1 UN Emergency Reserve established	<ul style="list-style-type: none"> <li>▪ Develop UN Emergency Reserve institutional arrangements</li> <li>▪ Establish Emergency Reserve facilities</li> <li>▪ Transfer of UNHCR stocks to UN Emergency Reserve</li> <li>▪ Develop of resource mobilization proposal</li> </ul>	<ul style="list-style-type: none"> <li>- UNHCR</li> <li>- UNDP</li> <li>- REACT Partners</li> <li>- SIDA/SDC</li> </ul>	<b>\$ 1,317,000</b>
	3.2 Rapid Response Team allows efficient response to disasters	<ul style="list-style-type: none"> <li>▪ Establish rapid response team (RRT)</li> <li>▪ Develop RRT operational guidelines</li> <li>▪ Develop disaster assessment formats</li> <li>▪ Develop distribution guidelines</li> </ul>	<ul style="list-style-type: none"> <li>- CoES</li> <li>- REACT Partners</li> <li>- ECHO</li> </ul>	
	3.3 CoES provides better search and rescue services	<ul style="list-style-type: none"> <li>▪ Establish training facilities</li> <li>▪ Provide rescue equipment</li> <li>▪ Conduct trainings and capacity building of rescue staff</li> <li>▪ Organize simulation training exercise</li> </ul>	<ul style="list-style-type: none"> <li>- CoES Rescue Training Department</li> <li>- CoES “Centrospas”</li> <li>- Ministry of Health</li> <li>- Ministry of Interior (Fire brigades)</li> <li>- SIDA/SDC</li> <li>- SRSA</li> </ul>	
<b>4. DRM is established as a priority in regional and local planning</b>  <u>Indicators:</u> - Number of districts piloting DRM planning - DRM planning methodology developed - Quality of REACT’s regional coordination	4.1 DRM is integrated into district and municipal planning	<ul style="list-style-type: none"> <li>▪ Conduct consultative meetings with national stakeholders</li> <li>▪ Assess current good practices of CBDRM</li> <li>▪ Disseminate IMAC information packages for districts</li> <li>▪ Conduct trainings for district planning officials</li> <li>▪ Integrate DRM into pilot district plans</li> <li>▪ Conduct roundtables on pilot results</li> <li>▪ Develop methodology for replication</li> </ul>	<ul style="list-style-type: none"> <li>- Jamoats</li> <li>- Hukumats</li> <li>- JRCs</li> <li>- DDCs</li> <li>- CoES</li> <li>- UNDP CP</li> </ul>	<b>\$1,080,000</b>
	4.2 Regional REACT groups coordinate regional DRM initiatives and advocate for DRM integration	<ul style="list-style-type: none"> <li>▪ Establish two additional regional REACT bodies in GBAO and Kurgan-Tube</li> <li>▪ Review and adopt Terms of Reference and responsibilities</li> <li>▪ Review and adopt REACT operational guidelines</li> <li>▪ Facilitate participation of local stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>- CoES</li> <li>- Regional REACT</li> <li>- REACT Partners</li> <li>- ECHO</li> </ul>	

<ul style="list-style-type: none"> <li>- Number of DRM assessments by CoES</li> <li>- Number of tested regional DRM response plans</li> </ul>	<p>in local planning</p>			
<p><b>5. UNDP’s DRM Programme is nationally owned</b></p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> <li>- UNDP DRMP office space within the CoES operational</li> <li>- Report on CoES’ Capacity Assessment</li> <li>- Agreement with Government Coordinating Authority on transfer from DEX to NEX</li> <li>- Ownership Transfer Strategy document</li> </ul>	<p>5.1 National Executing Agent (CoES) delivers programme outputs</p>	<ul style="list-style-type: none"> <li>▪ Relocate UNDP’s DRMP to the CoES’ premises</li> <li>▪ Conduct capacity assessment of the CoES</li> <li>▪ Building capacity of the CoES personnel on programme implementation</li> <li>▪ Develop Ownership Transfer Strategy</li> <li>▪ Documentation of programme implementation transfer with the respective national counterpart (Government Coordinating Authority)</li> </ul>	<ul style="list-style-type: none"> <li>- Government of Tajikistan</li> <li>- CoES</li> <li>- UNDP</li> </ul>	<p><b>\$ 80,000</b></p>

**ANNEX 2 – PROGRAMME BUDGET (2007-2009)**

### ANNEX 3 - LIST OF ACRONYMS USED IN THE DOCUMENT

Acronym	Description
ADB	Asian Development Bank
CIDA	Canadian International Development Agency
CoES	Committee of Emergency Situations and Civil Defense under the Government of Tajikistan
CBDRM	Community-based Disaster Risk Management
CPAP	Country Program Action Plan
CRWG	Curriculum Revision Working Group
DFID	Department For International Development
DPM	Deputy Program Manager
DEX	Direct Execution
DIPECHO	Disaster Preparedness ECHO
DRM	Disaster Risk Management
DDC	District Development Committee
ECHO	European Community’s Humanitarian Aid Office
GIS	Geographical Information System
GTZ	German Society for Technical Cooperation (Deutsche Gesellschaft für Technische Zusammenarbeit)
GGD	Glav Geology Department
GBAO	Gorno-Badakhshan Autonomous Oblast
IMAC	Information Management and Analytical Center
IACP	Inter-Agency Contingency Plan
JRC	Jamoat Resource Centre
NDPRP	National Disaster Preparedness and Response Plan
NEX	National Execution
PM	Program manager
PSC	Program Steering Committee
REACT	Rapid Emergency Assessment and Coordination Team
RRT	Rapid Response Team
RTD	Rescue Training Department

SRT	Search and Rescue Team
SIDA	Swedish International Development Agency
SRSA	Swedish Rescue Services Agency
SDC	Swiss Agency for Development and Cooperation
TTU	Tajik Technical University
TC	Training Centre
UNDAC	UN Disaster Assessment and Coordination (team)
UN DRMP	UN Disaster Risk Management Project
UNHCR	UN High Commissioner for Refugees
UN IASC	UN Inter-Agency Standing Committee
UNDP AOM	UNDP Area Office Manager
UNDP AO	UNDP Area Offices
UNDP CP	UNDP Communities Program
UNDAF	United Nations Development Assistance Framework
WG	Working group