



United Nations Development Programme
Country: Syria -

Project Document

Strengthening Capacity Development for Disaster Risk Management in Syria

SYR/09/002

Brief Description

Scope of the project: to help the Syrian Government develop and strengthen its disaster risk management capacity and corresponding disaster risk reduction strategy.

Outputs of the Project: Support for the Disaster Risk Reduction institutions, improved access to information on disaster risk management, earthquake disaster risk management master plan for the city of Damascus and capacity development for mitigating the impact of future droughts.

Management Arrangement of the Project: UNDP will appoint a Project Manager with experience in the field of hazard management and risk reduction to ensure that the expected results are achieved through the effective use of UNDP resources and experience. A mechanism and performance measures will be developed to track progress towards established objectives.

Cover Page

Project Title

Strengthening Capacity Development for Disaster Risk Management in Syria

UNDAF Outcome(s):

Risk and impact of man-made and natural disasters are reduced

Expected CP Outcome(s):

(Those linked to the project and extracted from the CP)

Improved national and local resilience to disasters

1. Institutional and legislative systems for comprehensive DRR strengthened.
2. Access to information on disaster risk and disaster risk management improved.
3. Disaster risk management master plan for the city of Damascus developed.
4. Capacity building for mitigating the impact of future droughts developed.
5. Gender concerns incorporated in Disaster Risk Reduction plans and stakeholder capacities to address gender concerns of the programme are enhanced.

Expected Output(s):

(Those that will result from the project)

Implementing Partner:

Ministry of Local Administration

Responsible Parties:

Ministry of Local Administration

Programme Period: 2009-2012
Key Result Area (Strategic Plan)CPR/DRR
Atlas Award ID:
Start date: September 2009
End Date: August 2012
PAC Meeting Date:
Management Arrangements: NEX

Total resources required	\$ 2,000,000
Total allocated resources:	_____
• Regular (TRAC 3)	\$ 1,500,000
• Other:	
- Donor	_____
- Government (MoLA)	\$ 500,000
Unfunded budget:	_____
In-kind Contributions	

Agreed by H.E. Dr. Tayseer Al-Raddawi, Head of the State Planning Commission

On behalf of the Syrian Government and the State Planning Commission.

Signature:

Date:

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Agreed by H.E. Dr. Tamer Fouad Al Hejeh, Minister for Local Administration,

On behalf of the Ministry of Local Administration, the Implementing Partner.

Signature:

Date:

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Agreed by Mr. Ismail Ould Cheikh Ahmed, UNDP Resident Representative

Signature:

Date:

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I. SITUATION ANALYSIS

Risks Arising from Natural Hazards

Syria is subjected to a range of natural hazards, and as other countries in the region, the largest, single, natural disaster threat is that of a severe earthquake and/or an associated Tsunami. In addition to this ever-present threat, typical smaller-scale disasters include floods, forest fires, landslides and drought. Indeed, damages due to drought have been increasing in past years with more than 160 villages being significantly affected. The risks to the Syrian population to both large and small scale disaster threats is compounded by the fragmented presence of the government ministries in peripheral regions, haphazard housing and unchecked urban expansion (e.g. Qasyoun mountain), lack of up-to-date building codes for buildings and plants with functioning enforcement mechanisms, very old parts of historic towns where the original building specifications is not very well known compounded with old narrow streets with difficult access (such as in old Damascus and old Aleppo) and a range of environmental factors such as rapid deforestation, poor sanitation, infiltration of sea water into ground aquifers and environmental pollution. Like many other third world and Arab countries, Syria is a clear example to what was referred to in the UNDP Reducing Disaster Risk Report in 2004, which discussed the relationship between disaster risk and urbanization and concluded that earthquake prone countries with high unregulated urban growth rates and high physical exposure were associated with a higher level of risk and subsequent deaths.

The political instability in the region implies that Syria is also vulnerable to sudden influxes of mainly externally displaced peoples such as in the aftermath of the second Iraq invasion in 2003 with an estimated 1.2 million Iraqi refugees crossing into Syria and such as what happened during the 2006 June war when 0.2 million Lebanese refugees poured into Syria. Although the political situation is currently more stable, recent political events over the last two years, including the war in Gaza and the rise of the Israeli extreme right on a platform of 'transferring' 1.5 million Palestinians outside of historical Palestine remains a real threat that the region may witness the displacement of millions of people. The coincidence of a natural hazard such as an earthquake with a particular form of political conflict as described above may have catastrophic consequences.

Judging from records of past and ancient disasters, all of Syria is considered to be at risk from earthquake disasters. Syria's seismic history is compatible with the seismic history of all of the coastal cities and the region at large lying in the Eastern Mediterranean. Ugarit in northern Syria is reported to have been destroyed by an earthquake around 1365 B.C. The earthquake is reported to have been accompanied by a tsunami along the Syrian coast. Several cities inside Syria and along the Syrian coast have been destroyed, such as Lattakia (494), Aleppo (1138 and 1882) and Homs (1202), and Damascus (1157 and 1759), have been subjected to severe earthquakes over the centuries. Furthermore, many buildings and critical infrastructure elements are not properly assessed in terms of their resistance and may be at high risk. For example, it is reported that only two dams have been built to resist earthquakes, out of 160 dams in Syria. The existing road system may be affected by numerous and/or significant landslides, which would cut-off access to parts of the country. The seismic performance of the national airport buildings and airstrips or any alternative airstrips is not clearly established. Thus an earthquake disaster may have a considerable negative impact on development efforts in the country. Such a disaster may also lead to numerous fatalities and injuries; mainly due to a lack of sound disaster risk reduction methodology in the country.

Illegal settlements in Syria pose a significant threat to those residing in them and in some cases others adjacent to them. The scale of illegal settlement has gone unchecked for some time due to the lack of proper urban planning. The tenth five year plan estimates a total of 2.24 million people distributed throughout the country and living in illegal settlements which are subject to various levels of vulnerability. Currently the problem is characterised by a lack of structural engineering studies; adjacency of the buildings in very narrow pathways often with no car access; and illegal electrical networks. These problems combine to make casualties arising from any landslide or earthquake potentially very large while at the same time making relief, rescue and emergency efforts very difficult due to accessibility issues.

Refineries, petrochemical plants and other factories are more vulnerable during earthquakes where damage to tanks, pipes and pressure vessels may lead to gas leaks which may lead to the break out of fires and/or explosions further escalating the original damage caused by the earthquake. In addition, fires and/or explosions may also break out due to a gas leak arising from an industrial accident. Such fires and explosions occur in these types of facilities on a worldwide scale whether in the United States, Europe or the Far East; and certainly third world countries and Syria are not exempted from such occurrences. Prevention and mitigation measures should be in place to reduce the likelihood of such accidents occurring and mitigate against their effects when they do occur. Unfortunately, like most third world and Arab countries disaster risk reduction measures in plants and facilities tend to focus more on fire fighting equipment after the fire has taken place and less emphasis is placed on prevention and mitigation measures. The lack of adequate measures is compounded by the fact that many of these facilities are aging. In addition, at the time of their construction they were sufficiently far from urban centres; however, in some cases, the urban expansion has now approached these facilities. This leads to a case where there are aging facilities, without adequate prevention and mitigation measures, where a gas leak may lead to outbreaks of fires and explosions, in the vicinity to urban centres - all the ingredients for a deadly mix.

During dry seasons, drought conditions exist over some regions of Syria and these are increasingly having disastrous effects at a localised level, leading to abandonment of some villages. In some cases, drought conditions are exacerbated by a lack of any strategy for Disaster Risk Reduction. Furthermore, an area equal to 109,000km² (59% of the total area of the country) is said to be under the threat of desertification. In such cases, fires – whether caused naturally or by deliberate human action, become a hazard as they can quickly escalate.

Despite drought and desertification, floods still do occur in Syria (as late as the winter of 2003), causing the blocking of different highways and roads in different areas of the country; flooding various irrigated areas in several governorates; and damaging a number of historical places.

Other environmental risks include pollution and scarcity of water resources, pollution of the soil, air pollution, environmental degradation of urban areas and reduction in wildlife and natural resources.

Finally, there are other hazards which may lead to disasters in Syria. While these threaten most of the modern world, they may have a significantly negative impact on countries with limited resources or limited management capabilities. These hazards include major pollution, climate change, major transport accidents, industrial accidents, disease epidemics, agricultural hazards, disease attack on crops and outbreaks of animal disease. There is a lower likelihood of a disaster caused by these hazards at present, but the risks are likely to increase as the country further develops; especially if no measures are taken to stem the deterioration in some areas (e.g. air pollution and corresponding carcinogenic compounds). Indeed for some of these hazards, the risk of a hazardous event escalating into a disaster may be disproportionately high in Syria, as in other third world and Arab countries, due to a lack of sufficient prevention legislation, management practices and national resources and awareness.

Aggregate Risk

Individual risks arising from a variety of hazardous scenarios such as earthquakes, fires and explosions due to industrial accidents, environmental pollution, drought, and forest fire are increasing due to years of negligence and lack of proper treatment by the authorities of some of the root causes of vulnerability such as unchecked urban expansion, lack of enforced land-use management, absence of a strategy for disaster risk reduction and lack of efficient solid waste management. This implies that the aggregate risk to which the population and the environment are subjected to is also increasing. Finally, this also indicates that the risk threatening to hinder or setback recent efforts in sustainable development in the country is also increasing.

Needs for Capacity Development and Current Resources

Nationally there are capabilities for disaster response evident in several areas (mainly large cities) such as fire service, civil defence, the branches of the Red Crescent and the Women's Union. The civil defence in Syria is part of the Ministry of Local Administration and Environment and is well sourced in certain aspects, although some additional equipment may be required for search and rescue efforts in remote areas. The women's union, due to its structure, has the ability to work at the local level all over Syria. The mandate of the Red Crescent and the Women's union should be further clarified during the review of the DRR strategy.

The fundamental issue of disaster preparedness in Syria, however, is not the provision of additional equipment. Rather, the main need is for strengthening national disaster management plans and strategy and the strengthening the authorities actively working towards developing Disaster Risk Reduction initiatives and linkages. A coherent strategy requires well defined goals, plans to meet these goals and performance indicators to assess the progress in the achievement of these goals. The lack of a clear and coherent strategy at the national level filters through and is inevitably reflected at the regional, governorate and local levels, where the responsibility for disaster preparedness and disaster risk reduction measures may be vague.

The current national mechanism for Disaster Risk Reduction may be able to cope with small-scale to medium-scale disasters especially if they do not occur in remote areas. However, a large-scale disaster in Syria, such as an earthquake of the type discussed above, would be far beyond the means of any national response. Having recently setup a coordination and communication mechanism significantly improves and maximises the effectiveness of the international response especially in the vital early stages of the disaster. However significant efforts should also be directed at preparedness in terms of identifying weak elements of the infrastructure which should be strengthened to avoid escalation.

Some early warning systems and services are in place while others need to be developed. Agencies of irrigation, meteorology, remote sensing and seismology are properly functioning; however, there is a lack of a unified approach for disaster risk reduction. The basic capacities and risks are not yet combined in one national knowledge data base. Disaster risk reduction and prevention (as opposed to relief and rescue) remain areas far more advanced than the resources and capacities of Syria, which faces challenges that are much more basic in this field. For example, Syria has yet to develop an authority that sets acceptable risk levels for large infrastructure projects such as dams. However, it is envisaged that the mere task of forming a functioning body for preparedness would highlight areas that need strengthening for future disaster mitigation initiatives and measures.

In terms of awareness-raising of the population to risks and vulnerabilities from various hazards, there are few procedures in place. Campaigns on how individual behaviour may increase the risks are also in place, but may need strengthening. The Comprehensive Disaster Reduction Programme (CDRP) is working to produce published leaflets on a variety of hazards. However, these efforts may need strengthening and modifying to become compatible with any strengthening of the institutional and legislative framework for disaster risk reduction.

Ongoing international efforts to strengthen disaster preparedness include training and equipping fire and civil defence personnel and Red Crescent personnel, and support to disaster preparedness by various donors (mainly in the sphere of relief efforts). However, there is a lack of a properly functioning and effective body for disaster risk reduction which addresses all phases of the disaster as opposed to relief, emergency and evacuation efforts only. This implies that the efforts of various bodies are fragmented and not integrated into any national program with clear, time-bound and easily measurable objectives.

Gender Issues

Though the 2005 *UNDP Arab Human Development Report 'Towards the Rise of Women in the Arab World'* demonstrates that overall Arab women are making important gains, they have yet to realize their full potential. This is also true for Syria, where women continue to have less access to opportunity and choice in key social, economic and political areas. This is affected, to varying extents, by legislation and regulations, as well as customary law and traditions.

In Syria, as in many other countries, there is a lack of information on the different impacts of natural disaster on women and girls, men and boys.

During disasters while both men and women undergo disturbance and dislocations, women experience the dislocations in ways that are different to men. This is mainly due to their relatively disadvantaged situation, distinctive social obligations and responsibilities, and especially their exposure to gender-based violence. In the case of women in the Arab Syrian Republic, they do not have same access as men to opportunities and services. In many instances, this leads to them being more vulnerable to changing circumstances within the country. In Syria women are disadvantaged due to a number of factors, including illiteracy and high fertility rates, cultural attitudes, and large proportion in informal economy. Because of these reasons, women in Syria - like the Arab World as a whole - continue to lag behind their male counterparts economically, socially and politically. Experience in disaster risk reduction has shown that women were not clear on how they could contribute or participate in the Disaster Risk Management. Hence for effective DRR successful community initiatives have to be gender sensitive from the conception of the project till the completion. At each stage specific and tangible gender inputs are to be indicated and achieved to accomplish gender responsive programmes. Hence there is a serious need to enhance the capacities of the stakeholders and community in gender mainstreaming for effective DRR.

The different needs of women and men to be addressed in prevention measures as well as during and after events of natural disaster have not yet been mapped. Strengthening national capacity for sex disaggregated data collection and gender analysis is clearly an indispensable measure to develop and reinforce effective in-country institutional arrangements implementation mechanisms that would guarantee women's protection, rights and full participation in gender sensitive development processes and trends development.

Legal Framework

Decree number 25 issued in 1971 created a Higher Council for Civil Defence headed by the Prime Minister and comprising the ministers of the following line ministries: Defence; Storage and Internal Commerce; Industry; Public Works and Water Resources; Finance, Rural and Municipality Affairs; Economy and External Commerce; Transportation; Health; Interior, Oil, Electricity and Mineral Resources; in addition to representatives from the Armed Forces and the General Director of the Civil Defence. The jurisdiction of the council was limited to *preparedness for relief* efforts in case of emergencies or disasters and it was under the authority of the Prime Minister. Specifically the following tasks comprised the work of the council:

- Setting the general policy for civil defence, approving plans and projects, and assessing methods to implement these.
- Setting up national and governorate-level operation rooms and defining its roles and responsibilities.
- Identification and classification location and infrastructures where civil defence regulations apply.
- Setting the roles and responsibilities the relevant line ministries and directorates and other bodies responsible for implementing the civil defence guidelines and regulations.
- Determining the number of operation rooms, its location and its constitution.

- Drawing financial plans which determine the funds that should be earmarked in the budget of the line ministries, directorates, public institutions and municipalities for the purpose of civil defence.

Law number 1034 issued in 1981 formed the Central Command for Civil Defence operations comprised of the Vice Prime Minister for services as its head; ministers of interior; local administration; storage and internal commerce; electricity; education; transportation; petroleum and mineral resources; industry; transportation; health; public works and water resources; in addition to representatives from the armed forces and the general director of the civil defence. Again the tasks of the central command were limited to relief, rescue and preparedness for relief. Specifically, the following tasks comprised the work of the central command:

- Executing the order of the higher council
- Leading the work of the civil defence throughout the country
- Liaising with all parties concerning civil defence, and especially with army and the armed forces.
- Coordinating the exchange of information between the central and local levels.

Law number 11 issued by the Prime Minister's Office in 1991 formed an additional committee; namely the Higher National Committee for Disaster Management and included in its jurisdiction for the first time the task of preparing plans to mitigate the risk arising from various natural disasters.

Law number 8481 issued in 2003 modified the constitution of the committee to become headed by the Minister of Local Administration and Environment and comprised of the Ministries of Health, Economics and Commerce, Information, General Director of the Civil Defence and the Arab Syrian Red crescent.

Law number 1162 issued by the Prime Minister's Office in 2004 retained the headship of the committee under the Minister of Local Affairs and Environment but extended its membership to include the Ministries of Industry, Electricity, Transportation, Interior, Petroleum and Mineral Resources, Communication, Education and Armed Forces, while removing the Ministry of Information and the Red Crescent from its membership.

Finally Law number 1322 issued in 2005 created a Centre for the Support of Disaster Management to be under the auspices of the Prime Minister's office with branches in the various governorates tied to the office of the Governor. Specifically the following tasks were said to comprise the work of the centre:

- Prepare lists of likely disasters and on the available means to mitigate against it; and be responsible for continuous updating of the list.
- Identify disaster scenarios for likely disasters.
- Draw plans for training and rehabilitation of technical personnel of the civil defence in the field of disaster management at both the national and local levels.
- Draw plans and scenarios for treating each likely disaster including alternative plans and disseminating these plans to the responsible bodies and authorities.
- Monitor indicators of likely disasters and issues relevant warnings and alerts.
- Situation assessment and preparation of alternative decision making plans during the disaster.
- Liaison between various bodies and stakeholders.
- Direction of media related to large disasters and preparation of awareness campaigns before and during the disaster.
- Supervision and assistance in identifying and managing internal and external aid.
- Preparation of studies on current and alternative storage locations and requirements, and classification of required assistance.
- Supervision of efforts to mitigate against the consequences of the disaster to restore and rehabilitate the situation to pre-disaster conditions.
- Assessment of damage in the aftermath of a disaster and dissemination of lessons learnt.

It seems that this centre was meant to play the main role in drawing disaster risk reduction and management plans at the national level, liaise between the national level and the governorate local level and be part of the Office of the Prime Minister who is authorised to appoint the director of the centre. As mentioned above, this law was issued in 2005; however, as mentioned in the tenth five year plan (specifically in the section concerned with assessing the ninth five year plan), the centre is yet to be activated.

Notwithstanding recent advances in the domain of disaster risk reduction in Syria, it is clear from the above discussion, that the legal and institutional framework is not yet clear. The centre which was created to play a major role in disaster risk reduction and management has not been activated yet. Instead there are individual projects under the auspices of the Ministry of Local Administration and Environment in partnership with the UNDP which is taking the lead in this regard. In addition, there is no clear and distinct division of roles and responsibilities between the Centre and the Higher National Committee for Disaster Management.

The mandate of the Crisis Management Centre, opened last November, must be seen within the above context. It is under the auspices of the Ministry of Local Administration and the Environment, but does not yet have specific roles and responsibilities defined in the various legislations reviewed above. It is envisaged that the roles and responsibilities of the centre will become better defined as a result of this project which will include a review of the whole legislative and institutional framework of disaster risk reduction in the Syrian Arab Republic.

Current Institutional Framework for Disaster Reduction

The national plans and framework currently in place for disaster risk reduction have been briefly reviewed. It can be seen that when it comes to risk prevention and risk reduction there is no clear mandate for a single authority to take the lead in setting acceptable risk level across various industries and within different regions.

Indeed, the disaster risk management and reduction efforts in Syria, as in most developing and Arab countries, tend to direct most resources at relief, then rehabilitation and reconstruction efforts in the aftermath of a disaster and not enough resources are directed at prevention, reduction, control and mitigation measures, which should be accounted for and operational *before* a disaster takes place, and which can reduce the consequences of a disaster. This phenomenon, which is prevalent in third world countries that are often in need of cash, is extremely inefficient as financial resources spent in prevention efforts is several orders of magnitude more effective than those spent in rehabilitation and reconstruction efforts.

In particular two inconsistencies are very apparent and need urgent treatment:

1. It currently possible that a particular infrastructure (such as a plant) is designed to resist a particular seismic event with a return period of one hundred years; but can only withstand a fire or an explosion arising from an industrial accident with a frequency of only twenty years.
2. It is currently possible that two main infrastructure projects with the same level of criticality and within the same region be designed to withstand seismic events or an industrial accident of different return periods and corresponding magnitudes.

Bureaucratic Constraints

Bureaucratic restraints often act as an obstacle against change. This can lead to many regulations being issues but not being enforced. It can also lead to new committees being mandated with tasks that remain unimplemented.

For example the national committee for disaster management was formed in 1991 and mandated with the task of preparing disaster risk reduction plans which are yet to be finalised almost eighteen years from the date of inception of the committee.

In addition, the Centre for the Support of Disaster Management was formed in 2005, and mandated with drawing plans for disaster risk reduction; however, it is yet to be activated. Furthermore, it is not clear how much its jurisdiction overlaps with the national committee for disaster management.

The above factors can lead to a vague status-quo where it is not clear which institution is responsible for creating linkages between the various ministries to promote inter-ministerial disaster risk reduction strategies.

In this context, it is possible to recognize the importance of a sole Disaster Risk Reduction body having executive powers to rationalize all intervention efforts and to create all the necessary linkages.

II. STRATEGY

UNDP support for disaster management in Syria began in June 2002 in response to the Zeyzoun Dam collapse which claimed 22 lives, destroyed villages, irrigation systems, and agricultural lands and resulted in the loss of livelihoods for more than 400,000 people. During this disaster, the UN system played a central role in assisting national and local authorities in managing and coordinating relief efforts and post-disaster rehabilitation.

Due to challenges observed within the national response mechanism, UNDP developed a Preparatory Assistance activity to conduct a preliminary inquiry into the status of disaster preparedness and to develop an activity to support the priority disaster preparedness gaps identified during this Preparatory Assistance phase. The Project initiated important work in boosting disaster preparedness capacities and focused on disaster management training, preparedness planning and awareness raising at the Governorate level for the Local Disaster Management Committees. The project provided a communication system with potential for expanded coverage through six additional mobile stations installed in response vehicles, training for oil spill response and the development of a GIS based disaster management Information support system for decision making. The project's work resulted in increased preparedness for response to natural disasters and emergencies. The need for improved coordination from a focal unit which has an appreciation for all areas of disaster reduction and not just preparedness for activating a national response to an event was very evident.

The Comprehensive Disaster Risk Reduction Programme, also sponsored by UNDP, ran from 2005 till February 2009. In addition to the building of local capacity and expertise, the project contributed significantly to the integration of disaster risk reduction in national development plans; as is evident by the inclusion of a separate chapter on disaster risk reduction in the tenth five-year plan adopted by the Syrian Government in 2005.

Additionally, UNDP has supported the implementation of a Sub-regional project, focusing on information exchange, knowledge sharing and regional partnership development for disaster risk reduction, and a project aiming specifically at supporting the design of an improved crisis preparedness, management and recovery institutional system in Syria by focusing mainly on dialogue and understanding between governmental and non-governmental stakeholders within the field of DRR.

Implementation of the three above mentioned projects have been conducted simultaneously and with strong cooperation between project staff. It has had great success in training of professional staff within the many different aspects of DRR and it has raise the awareness and thereby political commitment to the issue within the country.

All three projects have had significant and visible impact on disaster risk reduction preparedness in Syria and the tangible results of the projects through the installation of a wireless communication system, the video conference for the operation rooms in the Governorates, GIS application, etc. has offered the project a very distinguished position and reputation in the country.

During the implementation of the above mentioned projects several important lessons were learned, lessons which have been built into the proposed project. Some of the major points are:

- 1) The location of the project at the premises of the Ministry of Local Administration offered the project smooth access to facilities and contacts of the ministry.
- 2) Data collection has proven to be a challenging and resource consuming task but also a very vital component
- 3) Analyses and summary of current legislative and institutional framework (undertaken by the CDRP project) has shown that there is a need for improvements of current systems
- 4) Implementation of project activities at local level and with local stakeholders has ensured direct and quick wins
- 5) Exposure to experiences in other countries has been very useful and enriching.

Furthermore, the implementation of the sub-regional project has brought into light the many challenges involved in coordination of activities and sharing of knowledge on a sub-regional level and across borders. For this reason, the activities in this document are focusing on Syria but will include cooperation with other countries whenever possible and feasible. Relations established during the implementation of previous projects will be utilised throughout implementation of the new project.

The current project document will start from the point where the above projects have ended and will adopt the tenth five year plan as the starting point for the project which reflects the current practice which could be modified and strengthened.

The tenth five year plan clearly recognised that, up to recently, development plans in the Syrian Arab Republic often ignored any disaster risk management component. The said plan highlighted the need to work on two parallel fronts to:

- Reduce the level of risk throughout the country in order to reduce loss of lives and damage to assets; and
- Develop and provide preventative and curative plans for disaster risk management with the aim of having 1. Improved mitigation and prevention measures, 2. More effective disaster risk management capacities 3. More effective protection of the environment and 4. Prevention and reduction of disasters.

To this end, it was concluded that it has become necessary to incorporate disaster assessment and disaster management components in future sustainable development projects and policies. In particular the tenth year plan recognises that Disaster Risk Reduction efforts should include all aspects of planning for, and responding to, disasters. It refers to the management of both the risks and the consequences of disasters and recognised that this involves a wide variety of tasks before, during and after the event itself, including:

- (i) Development plans and activities based on preventive and mitigation measures at all levels in disaster-prone areas;
- (ii) Emergency response when a disaster occurs, including search and rescue, relief, initial rehabilitation/repairs; and
- (iii) Post-disaster reconstruction/long-term recovery and rehabilitation.

Problems and Challenges

Previous projects on disaster risk reduction have drawn specific lessons related to each project concerning the problems and challenges facing disaster risk reduction efforts in the Syrian Arab Republic. These problems and challenges were developed to become non-project specific and reflected in the tenth five year plan which included a section on problems and challenges facing disaster risk reduction efforts in the Syrian Arab Republic.

The government strategy recognises that disaster risk reduction should be treated as an inter-ministerial effort that requires the efforts of several services ministries, each within its mandate and domain, but all working together in an integrated approach. In the context of the above discussion, the tenth five year plan highlights the following problems and challenges facing the Syrian Arab Republic in the field of disaster risk reduction:

- Need for laws and legislation for the work of disaster risk reduction authorities, and the mechanisms for liaison at both the local and the regional level;
- Lack of qualified and well-trained human resources in the field of disaster risk reduction;
- Lack of equipment and tools required for disaster risk reduction;
- Lack of awareness at the public level regarding both public safety laws and mechanisms to respond to accidents and disasters more so in the case of women and children;

- Lack of adoption of public safety laws and regulations in the design of plants, buildings and infrastructure;
- Weakness of centres responsible for predicting disasters and analyzing previous disaster in order to extract main lessons learnt; and
- Lack of availability and accuracy of statistics regarding the available equipment at the local level for disaster risk reduction.

In the context of the above problems and challenges, the tenth five year plans aims at:

- Ensuring gender is fully integrated into for disaster management, which includes the development of all necessary regulations and legislations to prevent and reduce risks arising from disasters and to protect lives of more vulnerable groups (including economically weaker sections, women, children differently-abled) and reduce damage to assets;
- To respond to the current needs in order to mitigate against disasters and reduce loss to human lives and damage to assets.

It should be recognised that the tenth five year plan was published in 2005, and since then it is reported that significant steps have been achieved in addressing the challenges and problems identified above. Notwithstanding the reported progress and success, the current document addressed the above challenges and problems and develops targeted outputs and corresponding activities to contribute to existing efforts currently underway for overcoming these problems and challenges.

The strategic aim of the project is to help ensure that sustainable development efforts in the Syrian Arab Republic will not be significantly hindered or setback by risks arising from any future disasters. The strategy of this project will be achieved by cooperating with the Government of the Arab Syrian Republic and to build upon previous cooperation between the UNDP and the Government in order to help address the above challenges and achieve the above objectives. Specifically, the project will work at strengthening the Disaster Risk Reduction approach and efforts in the Syrian Arab Republic through the following project outputs:

- a) To strengthen institutional and legislative systems for comprehensive Disaster Risk Reduction;
- b) To improve access to information on disaster risk and disaster risk management;
- c) To develop a disaster risk management master plan for the city of Damascus; and
- d) To develop and improve capacity building for mitigating the impact of future droughts.
- e) To develop gender sensitive DRR plans and legal & institutional frameworks and to strengthen the capacities of community and stakeholders in gender sensitive DRR

The Government of the Syrian Arab Republic through the Ministry of Local Administration and Environment and the various line ministries recognise the need and the importance of Disaster Risk Reduction and is committed to the concept of DRR, and has expressed readiness to undertake any efforts in this regard:

Drawing upon its worldwide experiences, UNDP will provide assistance to the Government of the Syrian Arab Republic in raising awareness on all aspects of Disaster Risk Reduction through capacity development and knowledge transfer. Reducing vulnerability of natural hazards and associated risks (including floods, desertification, fires, drought, earthquakes, and industrial accidents) is one of the key priorities identified in the field visit of the BCPR team in late 2008. The support that will be provided by UNDP in the field of Disaster Management will be spread at both the local, central and national level to provide enabling environment for disaster risk reduction which is gender responsive.

The sustainability of the project will be significantly improved by ensuring that the government will take the lead on the project and that the community and the Civil Society Organisations contribute to the regional DRR plans.

The project will provide the necessary linkages between Disaster Risk Reduction framework and strategy, institutional capacity building, and local and national development. As such, the project will adopt a participatory approach to ensure that all stakeholders have ownership of the project, The participatory approach will also ensure that the stakeholders are committed to achieving the aims of the project, namely those of reducing loss of lives, loss of livelihoods and environmental damages caused by natural hazards.

Duration

The project duration is 3 years.

Beneficiaries

In broad terms, the beneficiaries of the Project will be the Government and the People of the Arab Syrian Republic who will enjoy a higher degree of protection against risks arising from natural hazards. As a result of the outcomes of this project, the beneficiaries will have a better use of the resources and will enjoy a cleaner environment. Beneficiaries include the Ministry of Local Administration and Environment and all the line Ministries and the Directorates General within these Ministries.

Necessary care has to be taken to ensure that in all capacity building activities, and all other Disaster Risk Reduction Activities, gender issues be given the due significance it deserves. Mechanisms will be developed to ensure that the participation of women is an integral part of the disaster risk reduction plans. This in turn will ensure that women as a group will not have a higher degree of exposure to risks.

Partnership Strategy

The Government of the Arab Syrian Republic is committed to cooperating with the UNDP on this project and is willing to take the lead subject to UNDP support.

UNDP in collaboration with the Government of the Arab Syrian Republic will seek to ensure coherent and effective cooperation with the relevant Government institutions, as well as the local authorities who share the common interest of promoting disaster prevention and preparedness, management, response and recovery.

The Government of the Arab Syrian Republic, with assistance from UNDP, will be responsible for resource mobilization by forming new partnerships and strengthening existing ones with national, regional and international organizations with expertise in all aspects of disaster risk reduction.

At the national level, the Project Management will seek to establish partnerships with various national institutions. The Project Management will also seek to cooperate with various UN agencies such as the UNICEF, WFP and WHO, amongst others, who may have an important role to play, and significant expertise to share, in both the preparedness and response stages of disaster management.

At the international level, the Project Management will cooperate with various partners including UNDP Bureau for Crisis Prevention and Recovery (BCPR) in New York, United Nations Office for Co-ordination of Humanitarian Affairs (OCHA), and United Nations Disaster Management Training facility in Geneva, amongst others.

Efforts will also be made to participate in regional programs on training of civil society and local councils in all aspects of Disaster Risk Reduction.

Finally, it is expected that as the project progresses, disaster risk reduction will be viewed as a critical policy issue spanning all relevant fields of Government including health, agriculture, environment and development.

Project Outcomes

The outcome of the project is to improve national and local resilience to disasters in the Syrian Arab Republic.

Project Outputs

In order to achieve the above, the project will focus on achieving the following outputs:

1. Institutional and legislative systems for comprehensive DRR strengthened;
2. Access to information on disaster risk and disaster risk management improved;
3. Disaster risk management master plan for the city of Damascus developed;
4. Capacity development for mitigating the impact of future droughts developed; and
5. Gender sensitive DRR plans and legal & institutional frameworks developed and capacities of the stakeholders in **promoting gender equality and women's empowerment** are enhanced.

In order to achieve the above outputs, the program needs to evolve through two main phases to provide a stable platform for future development. In Phase I, the institutional and legislative systems for comprehensive DRR will be strengthened. At the same time, preparatory work in terms of desk studies and collation of information will be taking place for the other project outputs. Phase II will focus on capacity building and developing mechanisms at the local levels; while work on strengthening the disaster risk reduction strategy which started from Phase I will continue through Phase II. Disaster Risk Reduction efforts will use existing capacities and develop expertise in new areas.

It is recognised that the activities and outputs listed below require a multi-year, multi-stakeholder programme with substantial funding. The current project aims at setting a clear, sustainable course to contribute towards the achievement of these outputs.

Activities

Output 1: Institutional and Legal Framework Strengthened

The institutional and legal DRR framework needs clarifying and simplifying as there is no mandate for clear leadership. The Ministry of Local Administration and Environment heads the Higher National Committee for Disaster Management responsible for preparing plans to mitigate the risk arising from various natural disasters. However, the Centre for the Support of Disaster Management (which was created in 2005 but is not active yet) also has the responsibility for the above task. Furthermore, the institutional and legal framework should be gender sensitive and inclusive.

A coherent disaster risk reduction strategy should be based on a multi-hazard approach taking into account the aggregate risks from a combination of all the relevant hazards. As much as possible, the level of acceptable aggregate risk from various hazards should be set at the same level. Furthermore, the risk arising from various hazards should be uniform across all regions of the country. To achieve this, review of state-of-the-art practice of other countries on their disaster risk reduction strategies should be carried out. Where possible, the UNDP would be asked to draw upon its international experiences and networks to facilitate the transfer of international knowledge

and expertise throughout the duration of this output. This outcome of the project will be achieved through the following set of activities and targeted outputs:

Targeted output 1.1 Disaster Risk Reduction Strategy Strengthened

Propose mechanisms for strengthening the disaster risk reduction strategy based on levels of tolerable risk taking into account the probability of a particular hazard occurring and the consequence of its occurrence. The proposed Disaster Risk Reduction strategy will lead to a consistent and comprehensive treatment of risks arising from a variety of hazards.

Suggested activities

- Undertake a comprehensive review of current DRR institutions, legislations and regulations in the Syrian Arab Republic, including challenges, gaps and consistencies; and ways to address them;
- Develop strategy paper / proposal on strengthening the Institutional Framework on DRR in the Syrian Arab Republic;
- Develop Consultative process for discussion, dissemination and validation: Organise a national consultative process with all relevant players (Government ministries, academic institutions, research centres, engineering bodies and UNDP) to discuss the proposal and possible options, followed by a national workshop to approve and validate final proposal. Liaise with all the above in the organisation of the workshop.
- Implementation of framework: Submit the proposal to government for implementation of the strengthening of the framework, followed by providing support for the implementation of the strengthening of the institutional framework.

Targeted output 1.2: Legislative Mechanisms Strengthened at Central Level

A properly functioning disaster management plan should set clear, measurable and time-bound objectives. Furthermore, it should have pre-defined performance measures which can be used to measure the successful, or otherwise, achievement of the objectives. It should focus on disaster response, but should also equally stress the importance of escalation prevention measures. It should fully define the roles and responsibilities during all stages of disaster preparedness.

This targeted output will be achieved by first reviewing of current legislative and administrative authorities responsible for disaster risk reduction and the roles and responsibilities of the various bodies. Based on the review, and in order to implement the disaster risk reduction strategy proposed in targeted output 1.1 above, identify legislative modifications which may be required in relation to aspects of Disaster Management and also define mechanisms and procedures for enforcement bodies to follow to ensure the new proposed methodology is being properly implemented.

Suggested activities:

- Review of the current legislative mechanisms and identify gaps and inconsistencies;
- Revising existing legislation and propose amendments and new legislation which focuses on the disaster risk reduction strategy proposed in targeted output 1.1 above;
- Develop consultative process, with help from UNDP international experience and networks, and organise a national consultative process to discuss identified modifications to legislative framework.
- Implementation of modifications to legislation: submit identified modifications for the government for consideration and possible ratification.

Targeted output 1.3: Legislative Mechanisms Strengthened at Local Level

The devolution of disaster management responsibilities to the local levels will require clarity of roles and objectives, with respect to the central level, and the availability of effective systems in place for mobilisation of resource in time of a crisis. Furthermore, if a culture of risk management and disaster mitigation is to be developed and maintained, local level awareness on potential risks

and methods to reduce them needs to be an essential part of the partnership between the central administration, civil society, local officials and the private sector present at the local level.

Based on the local hazards and risks assessments, determine small scale, local level interventions that can reduce the impact of these disasters. Develop basic mitigation plans through local stakeholder consultations. This will help build and maintain a culture of disaster mitigation at the local level.

Suggested activities

- Review and clarify roles and objectives of disaster management body at local level, with respect to the central level;
- Identify and propose small scale, local level interventions that can reduce the impact of these disasters- with emphasis on prevention measures;
- Implement basic mitigation plans through local stakeholder consultations involving equal number of men and women

Targeted output 1.4: Support Disaster Risk Reduction Plans of Large Infrastructure Facilities including Refineries, Petro-chemical Plants and other Hazardous Plants; Dams, Tank farms, Bridges, Archaeological Sites, Railways and Pipelines against Earthquakes.

This targeted output will be achieved by first reviewing the available regulations for earthquake design and earthquake hazard in large industrial facilities such as refineries, petro-chemical plants and other hazardous plants, dams, tank farms, bridges, archaeological sites railways and pipelines against earthquakes . Next, the level of safety in these installations will be assessed and gaps, challenges and inconsistencies will be identified. Based on a worldwide review of state-of-the-art practice, modifications will be proposed to current regulations to improve levels of safety within these installations.

Suggested activities:

- Conducting a review of earthquake regulations in large infrastructure facilities;
- Assessment of levels of safety in large infrastructure facilities;
- Review of state-of-the-art practice worldwide;
- Proposal of modifications for earthquake regulations in large infrastructure facilities.
- Propose mechanisms, procedures for implementation of these regulations

Targeted output 1.5: Support Disaster Risk Reduction Plans through support for strengthening the CDRP and Line Ministries at Local Level

The CDRP, established through the support of UNDP, in partnership with the Ministry of Local Administration and Environment is expected to play a key role in strengthening the institutional and legislative framework for disaster risk reduction. First, the CDRP staff will undergo any necessary training which will be followed by training workshops for staff in line ministries in all aspects of the strengthened disaster risk reduction strategy and associated legislation. It is envisaged that some CDRP staff will play a key role as trainers in the training workshops.

Training workshops will be organized for focal points with the various line ministries on all matters related to Disaster Risk Management in a manner compatible with the disaster risk reduction strategy, proposed modification to legislation and other developments outlined in targeted output 1.1 to 1.4 with special focus to include women functionaries and focal points in these training programmes for effective dissemination of knowledge.

Suggested activities:

- Undertake an assessment on needs for training
- Review the existing training programmes and identify gaps
- Propose a training strategy for DRR

- Strengthen the strategy for training on DRR in Syrian Arab Republic
- Strengthen and execute a multi-agency training program in risk assessment and DRR at the national level (with equal participation from women's agencies)
- Strengthen and execute a national multi-agency training program in crisis and disaster management and planning at the national level (with equal participation from women's agencies)
- Strengthen and execute training courses for trainers with special sessions on gender issues in disaster management

Targeted output 1.6: Support Disaster Risk Reduction and Management at Governorate Level

Training workshops will be organized at the governorate level on all matters related to Disaster Risk Management in a manner compatible with the disaster risk reduction strategy, proposed modification to legislation and other developments outlined in targeted output 1.1 to 1.4.

Suggested activities:

- Developing and executing a multi-agency training program in risk assessment and DRR at the local level (with equal participation from women's agencies working in the governorates)
- Developing and executing a national multi-agency training program in crisis and disaster management and planning at the local level (with equal participation from women's agencies working in the governorates)
- Developing and executing training courses for trainers with due focus on gender mainstreaming in disaster risk reduction projects

Output 2: Access to Information on Disaster Risk and Disaster Risk Management Improved

Reliable, accessible, timely and appropriately packaged information on disaster risk is a pre-requisite to any disaster risk reduction effort. Such data should include the frequency and strength of individual hazards as well as the risk of infrastructure, environment and human lives to them. Once this data is developed and collated it becomes possible to have a comprehensive risk picture corresponding to all hazards facing the country. This in turn would allow the prioritisation of risk efforts so risk reduction efforts are targeted at scenarios posing the highest risk. Once the risk picture is complete, central and local level databases reflecting the latest risk data can be used as an advocacy tool for raising awareness and lobbying for funds within the government.

This output of the project will be achieved through the following set of activities and targeted outputs:

Targeted output 2.1: Creation of a Database on Hazards, Vulnerabilities, Risks and Resources in Syrian Arab Republic.

While information exists on hazards such as earthquakes and floods, there is no comprehensive information on risks of various regions' social groups and infrastructure elements to these hazards. Nor is there comprehensive information on the existing resources and capacities to address these hazards. The raw data that exist on the hazards is sectoral and should be collated to monitor the overall level of risk of various regions. Furthermore there is no information regarding the level of risk to lives, livelihoods and infrastructure corresponding to these threats. Decision makers also need information related to impact of disasters on economic development and capital infrastructure data to aid in the decision of where risk reduction efforts should be directed. The behaviour of the infrastructure during a disaster such as an earthquake is one of the main factors that will determine whether an escalation will occur.

A series of consultations with all stakeholders will be conducted for the 1. Identification of gaps in our knowledge of risks associated with hazards and 2. Existing resources and capacities to address them. The consultations will bring together relevant Government institutions, municipal

departments, civil society organisations and NGOs that are represented at central and regional levels for a series of consultations on local needs and capacities; and for identifying gaps in newly developed disaster management plan. Define the threats and risks, capacities and resources that are present within each governorate as a basis for developing and maintaining a Mohafaza regional preparedness plan.

Data on hazards will be collated. These are currently organized by hazard type. All data will be gathered and organized nationally to arrive at a hazard picture for different regions.

Risks associated with each hazard type will be assessed to arrive at a complete national risk picture, which is expected to vary from region to region, from one community/group to another. An assessment of risks will allow a more effective approach for disaster risk reduction response, which is partly based on escalation prevention.

Suggested activities:

- Collate raw data on sectoral hazards;
- Analyze data to determine a risk picture for each hazard in each region,;
- Determine aggregate risk at governorate level for different social groups and affecting men and boys and women and girls and
- Develop risk assessment reports on the governorate level; with a special mention of possible gender based risks in the event of a disaster/conflict

Targeted output 2.2 Disaster Management System Information Database (with GIS) Strengthened

Procure and install any missing and necessary hardware and software requirements to strengthen the existing Disaster Management Information System (DMIS) at the Crisis Management Centre. The database systems will be linked to a GIS network. The database will be designed in such a manner to reflect all the information developed and collated in targeted output 2.1 above. It is expected this will significantly improve the picture and information on hazards and associated risks as well as improve communication networks. It should also contribute towards the availability of regularly updated maps, which can be used during both the preparedness and response stages of disaster risk reduction.

Develop through training, the necessary resources and capacities which are required for setting up and managing the information database. This includes holding training workshops in the DMIS system including GIS training for project staff (special drive to include women staff) and line ministries.

Suggested activities

- Procure and install any necessary additional equipment for the Disaster Management Information System (DMIS) at the central level;
- From review of targeted output 2.1, and experience worldwide, identify additional layers to be included in the GIUS networks and which can contribute to both prevention and response effort.
- From review of institutional and legislative modifications, identify additional layers that may help in assessing the successful implementation of the modified framework.
- Link to available GIUS networks and create additional layers showing hazards and corresponding risks.

Targeted output 2.3 Creation of Local Databases Developed and Strengthened

The distribution of hazards and corresponding risks will vary between regions and within the same region. Equally the capacities and resources will vary across the regions. A local level assessment of hazards, risks and the resources/capacities to address them will not only support

the development of tailor-made local plans, but will also assist in creating the necessary local structure, linkages, capacities and resources to implement the newly developed and strengthened disaster management plans.

Develop through training the necessary resources and capacities which are required for setting up and managing the information database. Utilise local civil society and NGO organisations, women's groups for commune level work. Strengthen Disaster Management capacities of various stakeholders.

Suggested activities:

- Procure and install any necessary equipment for the Disaster Management Information System (DMIS) at the local level;
- From review of targeted output 2.1, and experience worldwide, identify additional layers to be included in the GIUS networks and which can contribute to both prevention and response effort.
- From review of institutional and legislative modifications, identify additional layers that may help in assessing the successful implementation of the modified framework.
- Link to available GIS networks at central level and create additional layers showing hazards and corresponding risks at the local level.

Output 3: Earthquake Risk Management Master Plan for the City of Damascus Developed

An urban earthquake risk reduction framework based on comprehensive needs analysis with broad inputs from engineering bodies, scientists, emergency managers and community stakeholders will be developed for the City of Damascus. This activity will be carried out for the City of Damascus, to extract lessons from the pilot for possible further refinement and replication in other cities.

This output of the project will be achieved through the following set of activities:

Targeted output 3.1: Institutional and Legislative Mechanisms for Earthquake Risk Reduction Reviewed

The proposed strengthening mechanisms for institutional and legislative mechanisms for disaster risk reduction will be reviewed with emphasis on identifying any necessary refinements for earthquake risk in particular, and to take into account any specific issues applicable to the City of Damascus specifically.

Suggested activities:

- Review institutional and legislative framework with particular emphasis on earthquake risk in urban areas ;
- Review institutional and legislative framework with particular emphasis on the City of Damascus ; and
- Identify and propose areas where amendments and additions to existing institutional and legislative framework may be necessary.

Targeted output 3.2 Current Knowledge and Practices Reviewed

Current practices of earthquake disaster management in the City of Damascus will be reviewed. This will include a review of the engineering codes to determine whether they account for recent advances in earthquake engineering (e.g. the importance of vertical excitation and non-synchronous motion). The review will also assess the degree of enforcement of the current earthquake codes and identify any gaps in material and human resources for improving such reinforcement.

Suggested activities:

- Review current practices and propose necessary modification of earthquake disaster management in the City of Damascus;
- Review of earthquake codes in terms of their up-to-dateness and enforcement in the City of Damascus and propose any necessary modification;

Targeted output 3.3 Risk Parameters Developed

Assess the level of safety in Damascus against earthquakes. The assessment will include buildings and other structures in old Damascus, important critical infrastructure elements in Damascus (government buildings, hotels, hospitals, etc), roads and bridges necessary for relief efforts; hazardous plants whose failure may lead to outbreaks of fires and explosions or the release of toxic materials and water pumping stations and water storage facilities that should be able to resist the earthquake and be fully operational for fire fighting purposes. This assessment will provide a clear risk picture which takes into account the potential of human loss of lives especially women and children in the city, an estimate of the damages to the environment and assets, and the effectiveness of preparedness and relief measures currently in place. As a result gaps in current practice will be identified and needs for improvement highlighted.

Suggested activities:

- Assess levels of safety of buildings and other structures in old Damascus against earthquakes;
- Assess levels of safety of important critical infrastructure elements in Damascus;
- Assess levels of safety of roads and bridges necessary for relief efforts;
- Assess levels of safety of hazardous plants; and
- Assess levels of safety of water pumping stations and water storage facilities.
- Assess levels of safety awareness among vulnerable groups especially women, children, aged and differently abled
- Identify gaps and needs

Targeted output 3.4 DRR institutions at Damascus level strengthened

Based on the targeted outputs 3.1 to 3.3; gaps, challenges, institutional and human weaknesses and needs will be collated and reviewed to propose institutional strengthening programs to enhance local capacity and create a dynamic environment to support the implementation of sound disaster management practices in the Municipality of Damascus.

Suggested activities:

- Collate and review gaps, challenges, institutional and human weaknesses and differential vulnerability needs; and
- Propose institutional strengthening programs to enhance local capacity and create a dynamic disaster management environment

Targeted output 3.5 Framework for Earthquake Risk Master Plan Developed

Provide technical and logistical support for the development of a framework for the earthquake disaster risk management master plan. This will be done by reviewing the results of the assessment exercise carried out in targeted outputs 3.1 to 3.3 above. Support and strengthening measures for a framework for earthquake risk master plan will be developed by initiating a consultative process with all stakeholders in the city including policy makers, academic institutions, research centres, Women's groups and engineering bodies to identify priorities and establish a strategy for earthquake disaster risk reduction and a long term implementation plan.

Suggested activities:

- Review results of risk assessments;
- Develop Consultative process to identify priorities including gender equity in disaster preparedness and response, establish a strategy and develop a long term implementation plan; and
- Organise a national workshop to approve and validate the priorities, strategy and implementation plan.

Output 4: Drought Risk Management Plan Supported and Strengthened

There is an urgent need to assess the risks posed by the prolonged drought Syria has been witnessing in previous years. While several agencies are currently conducting scientific data collection programmes, such efforts seem to be taking place in isolation. Furthermore these efforts need to be contextualised within the proposed amendments and strengthening measures of the institutional and legislative framework for disaster risk reduction. There is also an urgent need to develop local capacity to deal with various aspects of drought ranging from variability of rainfall, local manifestations of drought, increased stress on water resources, effects from human and animal life to impact on plants. To this end, a drought forum will be staged each year to bring together all the relevant partners at the onset of the wet season. The output of the project will be achieved through the following set of activities:

Targeted output 4.1: Institutional and Legislative Mechanisms for Drought Risk Reduction Reviewed

The proposed strengthening mechanisms for institutional and legislative mechanisms for disaster risk reduction will be reviewed with emphasis on identifying any necessary refinements for drought risk reduction in particular.

Suggested activities:

- Review institutional and legislative framework with particular emphasis on drought risk; and
- Identify areas where amendments and additions to existing institutional and legislative framework may be necessary, with special emphasis on the role of existing institutions working in this field.

Targeted output 4.2 Framework for Drought Risk Master Plan Supported and Strengthened

Provide technical and logistical support for the development of a framework for the drought disaster risk management master plan. The efforts of various centres in drought risk management and assessment will be reviewed and gaps and challenges will be identified. Measures for the support and strengthening of current practice will be identified, including support for unifying these efforts and contextualising them within the general framework for disaster risk reduction. The gaps, challenges and measures will be discussed through a drought forum to be held each year prior to the onset of the wet season.

Suggested activities:

- Review drought risk management and assessment efforts by various centres;
- Identify gaps and challenges in current practice including gender gaps through gender analysis, and highlight current needs and strengthening measures; and
- Develop a drought forum to discuss needs and strengthening measures, identify priorities, establish a strategy and develop a long term implementation plan that is accommodating and responsive to differential needs of women and men.

Targeted output 4.3 Capacities for mitigating the impact of Future Droughts strengthened

Based on the priorities identified in targeted output 4.2, develop a comprehensive capacity building plan to support the drought disaster risk master plan.

Suggested activities:

- Collate and review priorities and human weaknesses and needs; and
- Propose institutional strengthening programs to enhance local capacity and create a dynamic drought disaster risk management environment sensitising the local institutions on differential vulnerabilities and need for gender action plans to support disaster risk master plan

Output 5: Gender concerns integrated into Disaster Risk Reduction plans and stakeholders capacities in promoting gender equality and women's empowerment are strengthened

Incorporating gender issues in the DRR plans and frameworks and ensuring that women can participate in the DRR planning process will ensure that the resulting plans and processes will lead to broader, more effective and engendered risk reduction and preparedness plans. Another major

challenge in disaster risk management has been absence of a pool of gender sensitive professionals and para- professionals at the national and local level who can be a potential resource to draw upon to orient, guide and facilitate women's participation in this programme. To overcome this hurdle national capacities at central, regional and local level in gender mainstreaming have to be strengthened. This may be made possible through gender trainings and workshops for practitioners and stakeholders. The thrust of these workshops will be on conceptual & practical dimensions of gender concerns in Disaster Risk Management Programme. As much as possible, data and information will be disaggregated by sex in all relevant outputs and activities. To achieve this output, the following activities will be carried out

Targeted output 5.1: Gender concerns integrated into Institutional Framework for DRR

An important part of the DRR institutional framework will be to develop community capacity to respond effectively to disasters.

A gender analysis of the existing institutions and legislations will be carried out to identify and highlight the needs, vulnerabilities and coping strategies of men and women, and to indicate where opportunities for targeting effective strategies lie. The strategy paper will contain a specific module dedicated to gender issues, taking into account gender concerns in all policy, programme, administrative and financial activities, and in organisational procedures.

All members of the DRR unit at the central, regional and local levels will undergo training that highlights the relationship between gender and DRR, the necessity and advantages of accounting for gender to reduce disaster risk and the manner in which gender issues are mainstreamed within the institutional framework.

Suggested activities:

- Recruit international specialist on gender issues;
- Gender analysis of current DRR policies, institutions and legislation
- Develop a specific module of the strategy paper dedicated to gender issues;
- Proposed institutional framework for DRR developed taking into account the gender dimension;
- Carry out gender and DRR training for all relevant personnel at the central level; and
- Carry out gender and DRR training for all relevant personnel at the regional and local levels.

Targeted output 5.2: Gender concerns integrated into Proposed Legislative Mechanism

The proposed legislative mechanism for disaster risk reduction will be reviewed from a gender perspective to ensure that at the legislative level, the issue of gender equality becomes a visible and central concern in policy and planning, namely to allocate adequate resources for gender objectives; ensure that gender objectives are built into policy and strategy documents; and ensure equal participation, equal opportunity as well as equal outcome for men and women through specifically addressing the constraints experienced by women.

A workshop will be organised with all key stakeholders on gender issues to discuss key recommendations from the gender analysis and to disseminate the proposed legislative mechanism.

Suggested activities:

- Gender analysis of the proposed legislative mechanism for disaster risk reduction
- Organise a national workshop with all key stakeholders on gender issues, including women's groups, social activist and academicians to discuss key recommendations arising from the gender analysis
- Develop a specific gender equity framework to be integrated in legislative mechanism.
- Proposed legislative mechanism developed integrating the gender equity framework
- Develop legal awareness campaign for women about laws and instruments for better access to justice

Targeted output 5.3: Gender concerns integrated National Disaster Risk Reduction Plan

Since disasters occur in gendered social systems, they need to be addressed and mitigated by national disaster management plans which integrate gender concerns. Therefore the national disaster management plan must incorporate gender issues to be able to utilise the knowledge and experience of women and men equally and incorporate them in to DRR plans in an effort to respond effectively to extreme events and to prepare for them.

Suggested activities:

- Gender review the national disaster management plan;
- Assess the existing gaps and underlying causes for women's increased risks to exploitation and discrimination in the case of disaster risk; and
- Design and incorporate specific gender responsive provisions within the national disaster management plan to ensure equal opportunities to livelihood, equal participation and involvement in decision making, and better preparedness and risk mitigation.

Targeted output 5.4: Gender concerns integrated into Local Level Disaster Risk Reduction Plans

Effective disaster management at the local level, before during and after a disaster, must be based on an accurate and objective assessment of the capacities and risks of both men and women. In this manner it becomes possible to identify interventions that can take advantage of men's and women's true capacities and militate against the actual risks within the community. To this end special attention should be given to empowering and capacity building of vulnerable communities and groups, including women.

Suggested activities:

- Assess capacities and risks of both men and women in typical vulnerable communities; and
- Identify small scale DRR interventions at the local level that encourage women's involvement in plan preparation based on true capacities that promote gender equality and women empowerment.

Targeted output 5.5: Gender concerns integrated into Earthquake Disaster Risk Management Master Plan for the City of Damascus

Disaster management plans are mostly male centric and women are under-represented in the preparedness and response activities. Mobilizing and sustaining women's participation at the plan preparation and decision making stage is a real challenge. Therefore the earthquake disaster management plans have to incorporate gender issues to be able to prepare and respond effectively to extreme events including Earthquakes.

Since earthquake disasters occur in gendered social systems, they need to be addressed and mitigated by gendered national disaster management plans. Women and girls are more vulnerable in the event of earthquake due to lack preparation and information hence need to undergo special trainings and plans to be mainstreamed into disaster management processes.

Suggested activities:

- Review the earthquake disaster risk management master plan for the city of Damascus through gender lens;
- Review the underlying causes for women's vulnerability to earthquake risk in the city of Damascus; and
- Involve women functionaries and networks in Earthquake disaster management plan preparation
- Incorporate gender issues within the earthquake disaster risk management master plan to ensure equal participation and involvement, better preparedness and risk mitigation.

Targeted output 5.6: Drought Disaster Risk Management Plan incorporates gender considerations.

Drought as a disaster is a gendered experience as the risks and impacts on families and communities are severe and mere living becomes an impossibility, Women's triple role puts more burden on the with increased migration and scarcity. When we speak of drought we refer to water management and water saving - two fields where women could play a strategic role since they are extremely sensitive to water scarcity related problems and in life. Hence drought disaster risk management plans must incorporate gender issues to be able to prepare and to respond effectively .

Suggested activities:

- Review the drought disaster risk management plan through gender lens;
- Review the underlying causes for women's differential vulnerability and impact to drought disaster risk; and
- Incorporate gender issues within the drought disaster risk management plan to ensure equal participation and involvement, and better preparedness and risk mitigation.
- Involve women functionaries and networks in drought management plan preparation and rolling out of the plan

Targeted output 5.7 Building of National Capacities at Central, Regional and Sub-Regional Levels for Vulnerable Women Groups

Women are more at risk than men in the event of disasters/conflicts because they tend to have a narrower access to a variety of knowledge sources, opportunities and services. This activity will embark on a series of training programs to vulnerable women groups to ensure that women will form an integral part of the national and regional capacity building efforts being promoted by this project.

Suggested activities:

- To conduct training need assessment of vulnerable women's groups
- Review the capacity building strategy from a gender perspective;
- To develop a training module on Gender taking in to consideration the need of the vulnerable women's groups with a combination of knowledge component and skills.
- To train women in preparedness (mapping and planning, early warning) and response (Search & Rescue, Water and sanitation, Shelter Management and relief distribution) phases of the disaster to make them partners in effective disaster management

Targeted output 5.8 Develop and Implement Gender Based Media Strategy

A separate awareness campaign should be carried out for different vulnerable women groups who may be subjected to a higher risk level corresponding to various hazards. Hence, this activity will embark on an education and awareness campaigns targeting vulnerable women groups such as non-working mothers who remain at home usually and as such are more likely to be there at times of earthquakes (for example).

Suggested activities:

- Review the proposed media strategy from a gender analysis perspective to have better outreach
- Develop a gender sensitive information and education campaign through developing tool kits/posters/audio campaign (These may include short jingles/messages and plays in community radio) and visual tools like documentaries.
- Begin implementation of the proposed media interventions.
- To include gender sensitive language in project reports and related websites
- To bring out publications on case studies of gender equality and DRR and success stories in this context

Targeted output 5.9 Develop Gender Based Monitoring and Evaluation Scheme

The monitoring and evaluation scheme will incorporate gender sensitive performance measures to **ensure gender sensitive monitoring and evaluation** of the institutional framework and the national and local plans at all levels.

Suggested activities:

- Review the monitoring and evaluation scheme to ensure that it has a gender dimension
- Develop and strengthen gender sensitive performance indicators in the project
- Monitoring follow up actions on gender initiatives across the project activities
- Preparation of ToR for evaluation that reflected gender issues of the Project
- Orientation of the evaluation mission on gender issues in the DRR project

In all the above outputs and activities, the initial focus would be on the development of a framework for disaster risk reduction and corresponding national plans. Once the disaster framework is set on track, there would be a move into local disaster management plans. It should be recognised that all the outcomes are ambitious and the project will contribute collectively towards their achievement. The government is keen to take the lead on this issue and to play the role of a full partner to successfully achieve the outputs and outcomes of the project.

UNDP Comparative Advantage in Supporting the Strategy

Past experience shows that those worst affected by disasters are those who are poor living in impoverished developing areas and socially marginalised. By supporting the project, the UNDP would be reducing the risks arising from disasters among those vulnerable groups, thereby reducing poverty and inequality.

As most disasters take a heavy toll on vulnerable groups including women and children, the programme will ensure that the needs of this group is addressed through engendering all plans at both the central and the local levels. Hence, the programme will also ensure that all planning and policy tools take into consideration gender equity and adopt right-based approaches. This is to avoid any discriminatory practices that may occur during preventive or rehabilitation phases prior to or after a disaster. The involvement of local stakeholders especially women will also increase programme ownership, and build linkages with other development activities and UNDP projects.

By being involved, UNDP can ensure that this program runs in unison and complements the objectives of other projects it is currently sponsoring or has sponsored in the recent past between the United Nations and the Ministry of Local Administration and Environment which has been focusing on several fronts manifested in four distinct projects:

- The Comprehensive Disaster Reduction Programme (CDRP)
- The Sub-Regional Facility for Cooperation in Disaster Reduction among the Arab States
- The National Capacity Building for Disaster Management Program (NCBDM)
- The Support to the Design of an Improved Crisis Preparedness, Management and Recovery Institutional System in Syria.

Resource Mobilization Strategy:

This programme would be initiated with \$3,000,000 with the cost being shared between the UNDP and the Government of the Syrian Arab Republic. The above amount is required for the implementation of activities foreseen in the initial phase of the project. Should the project activities expand, additional resources will be required.

Project Risks

The project will operate within the constraints typical of a country that is developing its administration and knowledge-base from a reduced level. Risks associated with project implementation are envisaged to be low, in view of the availability of significant funding from UNDP sources, the support of the international community and the level of donor interest in reducing the impact of disasters on developing countries. Notwithstanding the above, the following paragraphs provide a list of predictable project risks to consider during project implementation, together with the corresponding measures to be put in place to mitigate against those risks. A Risk Log Matrix is provided in Annex 2.

1. **Financial Commitment by the Government of Syrian Arab Republic:** The present proposal aims at building disaster preparedness in the Syrian Arab Republic by providing technical assistance. However, such a programme should ideally involve contribution from both the Government of Syrian Arab Republic and the UNDP. The Syrian authorities may cover its costs with eventual support from other donors. Though the risk of this not happening may be mitigated through the implementation modalities and agreements with the Government of Syrian Arab Republic, a level of uncertainty persists.
2. **Financial Sustainability:** The present proposal has a pioneering role in the strengthening of crisis management centre. The risk, in spite of the declared intention of the Government, the international institutions and the potential donors, is that, having consumed this budget, no further funding and actions will continue, and / or separate initiatives will duplicate activities. International lobbying by various stakeholders together with government ownership of the project objectives will militate against this risk.
3. **Shortage of Allocated Full Time Officials at National and District Levels:** Another risk is the shortage of full-time officials allocated to this role at National level and the workload of officials at District level. The latter in particular carry such a wide range of responsibilities, that it may be hard for them to allocate sufficient time to meeting their disaster management responsibilities. The risk of losing the value of the training will be reduced, if disaster mitigation is given a high profile in the country and officials are supported by the Syrian administrative and political structures.
4. **Shortage of Experienced Administrators:** Another risk is that there is a shortage of experienced administrators with the possible result that those who prove themselves able to handle rapidly developing portfolios efficiently, will be rapidly promoted to positions in other parts of the bureaucracy. While this may lead to a dissemination of the knowledge and experience of those officials, it also results in a loss of continuity and a need to revisit the training. The risk will be reduced by spreading the training as widely as possible through 'Train the Trainers' courses that assist staff to spread their knowledge more widely.
5. **Occurrence of a Major Disaster:** Even though this is a "risk management and reduction" project, a major disaster beyond the small to mid-scale disasters that affect the country

annually, will seriously hamper the project activities, as all resources are likely be diverted to handling any ensuing crisis. Nevertheless, whatever crisis does strike, the progress made by the project should help to make the country's response more effective. What does not work becomes 'lessons learned' and will be used to improve the project when it resumes.

6. **Difficulties in Passing Disaster Risk Reduction Legislation:** Different factors and vested interests may hinder the development of legislation for disaster risk reduction. For example, these include corruption, incompetence, lack of awareness and lack of competence. Through raising awareness and capacity building it becomes possible to mitigate against some of these factors. However, there will always be a degree of residual risk.
7. **Appointment of Unqualified Personnel:** In many multi-disciplinary and highly specialised projects it is very important to appoint qualified personnel for the right job. Having proper interviewing procedures and elimination processes will mitigate against this risk.

III. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework:
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Improved national and local resilience to disasters

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Reduction in disaster risk and vulnerability of lives, assets and the environment in Syrian Arab Republic

Applicable Key Result Area (from 2008-11 Strategic Plan): Capacity Building for National Disaster Risk Reduction Strategies
--

Partnership Strategy: The programme will work in close partnership with the Office of the Prime Ministries, all government organs of relevant line Ministries, Civil Defense General Directorate, UNDMTG , UNDP/BCPR, OCHA, IDRM, DMTP, as well as other development partners, in particular the national and international NGOs in the implementation of some activities. In addition, the programme will explore the possibilities of exchange with other countries. For more information, please refer to partnership strategy under Part II.

Project title and ID (ATLAS Award ID): Disaster Risk Reduction

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS																						
<p>Output 1: Institutional and Legal Framework Strengthened</p> <ul style="list-style-type: none"> Baseline 1: Medium level of government preparedness, to prevent and mitigate different types of disasters. Baseline 2: Presence of gaps and challenges in disaster management body to streamline and coordinate disaster management, activities. <p>Indicator 1: Increased clarity in legal and institutional frameworks for disaster risk reduction.</p> <p>Indicator 2: Stronger coordination between various stakeholders working in disaster risk reduction.</p>	<p>Targets (year 1):</p> <ul style="list-style-type: none"> Hazard Management Philosophy Strengthened Legislative Mechanisms Strengthened at Central Level <p>Targets (years 2):</p> <ul style="list-style-type: none"> Legislative Mechanisms Strengthened at Local Level Support Disaster Risk Reduction Plans of Large Infrastructure Facilities against Earthquakes Support Crisis Management Centre <p>Targets (years3):</p> <ul style="list-style-type: none"> Support Disaster Risk Reduction and Management at Governorate Level Project Management 	<p>DRR strategy strengthened:</p> <ol style="list-style-type: none"> Comprehensive review of current DRR institutions Organize consultative process with all stakeholders Develop and implement institutional framework for DRR <p>Legislative Mechanisms strengthened on central level:</p> <ol style="list-style-type: none"> Review of current mechanisms Organize consultative process with all stakeholders Identify and implement modifications to legislation <p>Legislative mechanisms strengthened on local level:</p> <ol style="list-style-type: none"> Review and clarify roles and objectives of disaster management bodies Identify and propose small scale, local level interventions Implement basic mitigation plans through consultations involving equal amount of men and women <p>Support DRR plans of large infrastructure facilities:</p> <ol style="list-style-type: none"> Review of earthquake regulations Assessment of levels of safety Proposal of modifications and implementation of earthquake regulations <p>Support DRR plans through strengthening the CDRP and line ministries at local levels:</p> <ol style="list-style-type: none"> Assess training needs and propose training strategy Develop and execute a multi-agency training at national level on risk assessment, DRR, crisis and disaster management with special sessions on gender issues on DM 	<ul style="list-style-type: none"> Project Manager in liaison with various UNDP staff and Government staff at the Ministry of Local Adm. as well as in the relevant line ministries. 	<table> <tr> <td>International consultants</td> <td>10.000</td> </tr> <tr> <td>Local consultants</td> <td>30.000</td> </tr> <tr> <td>Travel</td> <td>50.000</td> </tr> <tr> <td>Hospitality</td> <td>25.000</td> </tr> <tr> <td>Monitoring & Evaluation</td> <td>30.000</td> </tr> <tr> <td>Audio Visual & Print Prod. Costs</td> <td>30.000</td> </tr> <tr> <td>Service Contracts Individuals</td> <td>246.000</td> </tr> <tr> <td>Rental & Maint. Of Info Tech Equi.</td> <td>50.000</td> </tr> <tr> <td>Equipment & Furniture</td> <td>60.000</td> </tr> <tr> <td>Supplies</td> <td>15.000</td> </tr> <tr> <td>Total output 1</td> <td>546.000</td> </tr> </table>	International consultants	10.000	Local consultants	30.000	Travel	50.000	Hospitality	25.000	Monitoring & Evaluation	30.000	Audio Visual & Print Prod. Costs	30.000	Service Contracts Individuals	246.000	Rental & Maint. Of Info Tech Equi.	50.000	Equipment & Furniture	60.000	Supplies	15.000	Total output 1	546.000
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Total output 1	546.000																									

		<p>Support DRR and management at governorate level:</p> <ol style="list-style-type: none"> 1. Develop and execute a multi-agency training at local level on risk assessment, DRR, crisis and disaster management with special sessions on gender issues on DM. 		
<p>Output 2: Access to Information on Disaster Risk and Disaster Risk Management Improved</p> <ul style="list-style-type: none"> • Baseline 1: Lack of comprehensive data on hazards and vulnerabilities. • Baseline 2: Lack of risk assessment at governorate levels • Baseline 3: Medium level disaster management system information database at central and local levels • Indicator 1: Better access to data on disaster management • Indicator 2: Improved disaster management system information database 	<p>Targets (year 1):</p> <ul style="list-style-type: none"> • Creation of a Database on Hazards, Vulnerabilities, Risks and Resources <p>Targets (year 2):</p> <ul style="list-style-type: none"> • Creation of a Database on Hazards, Vulnerabilities, Risks and Resources • Disaster Management System Information Database (with GIS) Strengthened <p>Targets (year 3):</p> <ul style="list-style-type: none"> • Creation of Local Databases Developed and Strengthened 	<p>Creation of database on hazards, vulnerabilities, risks and resources:</p> <ol style="list-style-type: none"> 1. Collect and analyze raw data of sectoral hazards 2. Develop risk assessment report on the governorate level including gender based risks <p>Disaster Management System Information Database (with GIS) strengthened</p> <ol style="list-style-type: none"> 1. Procure, install and update any necessary equipment for the DMIS at central level 2. Link to available GIUS networks including hazards and risks <p>Creation of local databases developed and strengthened</p> <ol style="list-style-type: none"> 1. Procure, install and update any necessary equipment for the DMIS at central level 2. Link to available GIUS networks including hazards and risks 	<ul style="list-style-type: none"> • Project Manager in liaison with UNDP officials as well as government officials from various line ministries and the Ministry of Local Adm. 	<p>Local consultants 140.000</p> <p>Contractual Serv. Companies 32.000</p> <p>Travel 25.000</p> <p>Hospitality 10.000</p> <p>Professional Services 5.000</p> <p>Information Technology Equipment 50.000</p> <p>Rental & maint. Of Info Tech Equi. (GIS softwares) 20.000</p> <p>Total output 2 282.000</p>

<p>Output 3: Earthquake Risk Management Master Plan for the City of Damascus Developed</p> <ul style="list-style-type: none"> • Baseline 1: Lack of earthquake disaster risk management master plan for city of Damascus. <p>1. Indicator 1: Better preparedness against earthquakes in Damascus</p> <ul style="list-style-type: none"> • Indicator 2: More Effective intervention in Damascus area. • Indicator 3: Better emergency response and recovery • Indicator 4: Better coordination for disaster management. 	<p>Targets (years 1&2)</p> <ul style="list-style-type: none"> • Institutional and Legislative Mechanisms for Earthquake Risk Reduction Reviewed • Current Knowledge and Practices Reviewed • Risk Parameters Developed <p>Targets (year 3):</p> <ul style="list-style-type: none"> • DRR institutions at Damascus level strengthened • Framework for Earthquake Risk Master Plan Developed 	<p>Institutional and legislative mechanisms for earthquake risk reduction reviewed:</p> <ol style="list-style-type: none"> 1. Review institutional and legislative mechanisms for earthquake risk and urban areas and the City of Damascus 2. Identify and propose amendments to existing framework <p>Current knowledge and practices reviewed:</p> <ol style="list-style-type: none"> 1. Review and propose modifications to earthquake disaster management and earthquake code in the City of Damascus <p>Risk parameters developed</p> <ol style="list-style-type: none"> 1. Assess level of safety of buildings in Old Damascus, critical infrastructure, hazardous plants, water storage facilities, etc. 2. Assess levels of safety among vulnerable groups especially women, children, aged and disabled <p>DRR institutions at Damascus level strengthened</p> <ol style="list-style-type: none"> 1. Collect and review gaps and challenges 2. Propose institutional strengthening programme to enhance local capacity <p>Framework for earthquake risk master plan developed</p> <ol style="list-style-type: none"> 1. Develop consultative process to identify priorities in disaster preparedness and response 2. Establish a strategy including action plan 3. Organize national workshop to approve action plan 	<ul style="list-style-type: none"> • Project Manager in liaison with UNDP officials as well as UN agencies and government officials from the Ministry of Local Administration and Environment and various line ministries. • Red Crescent • Women's Union 	<table border="0"> <tr> <td>Local consultants</td> <td>140.000</td> </tr> <tr> <td>Travel</td> <td>70.000</td> </tr> <tr> <td>Hospitality</td> <td>50.000</td> </tr> <tr> <td>Equipment & Furniture</td> <td>50.000</td> </tr> <tr> <td>Professional Services</td> <td>10.000</td> </tr> <tr> <td>Comm. & Audio Visual Equip.</td> <td>32.000</td> </tr> <tr> <td>Audio Visual & Print Prod. Costs</td> <td>50.000</td> </tr> <tr> <td>Miscellaneous Expenses</td> <td>5.000</td> </tr> <tr> <td>Total Output 3</td> <td>407.000</td> </tr> </table>	Local consultants	140.000	Travel	70.000	Hospitality	50.000	Equipment & Furniture	50.000	Professional Services	10.000	Comm. & Audio Visual Equip.	32.000	Audio Visual & Print Prod. Costs	50.000	Miscellaneous Expenses	5.000	Total Output 3	407.000
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Miscellaneous Expenses	5.000																					
Total Output 3	407.000																					

<p>Output 4: Drought Risk Management Plan Supported and Strengthened</p> <ul style="list-style-type: none"> • Baseline 1: Lack of a strong drought risk management plan. • Baseline 2: Lack of comprehensive coordination between all bodies working on drought risk <p>3. Indicator 1: Effective, less costly, more organized and safer preparedness and response to drought disaster risks.</p> <p>4. Indicator 2: More awareness on the necessary preventative measures against drought disaster scenarios</p>	<p>Targets (years 1&2):</p> <ul style="list-style-type: none"> • Institutional and Legislative Mechanisms for Drought Risk Reduction Reviewed • Framework for Drought Risk Master Plan Supported and Strengthened <p>Targets (year 3):</p> <ul style="list-style-type: none"> • Capacities for mitigating the impact of Future Droughts strengthened 	<p>Institutional and legislative mechanisms for drought risk reduction reviewed:</p> <ol style="list-style-type: none"> 1. Review institutional and legislative framework 2. Identify areas of amendments and additions <p>Framework for drought risk master plan supported and strengthened</p> <ol style="list-style-type: none"> 1. Review and assess drought risk management and assessment efforts 2. Develop a drought forum to identify priorities, establish a strategy and develop action plan <p>Capacities for mitigating impact of future drought strengthened</p> <ol style="list-style-type: none"> 1. Review priorities and needs 2. Propose institutional strengthening programmes to enhance local capacities 	<ul style="list-style-type: none"> • Project Manager in liaison with UNDP officials as well as government officials from various line ministries • Ministry of Local Administration and Environment • Red Crescent • Women's Union 	<table> <tbody> <tr> <td>International consultants</td> <td>40.000</td> </tr> <tr> <td>Local consultants</td> <td>100.000</td> </tr> <tr> <td>Travel</td> <td>70.000</td> </tr> <tr> <td>Hospitality</td> <td>100.000</td> </tr> <tr> <td>Professional Services</td> <td>10.000</td> </tr> <tr> <td>Audio Visual & Print Prod. Costs</td> <td>50.000</td> </tr> <tr> <td>Contractual Serv. Companies</td> <td>50.000</td> </tr> <tr> <td>Miscellaneous Expenses</td> <td>10.000</td> </tr> <tr> <td>Total output 4</td> <td>430.000</td> </tr> </tbody> </table>	International consultants	40.000	Local consultants	100.000	Travel	70.000	Hospitality	100.000	Professional Services	10.000	Audio Visual & Print Prod. Costs	50.000	Contractual Serv. Companies	50.000	Miscellaneous Expenses	10.000	Total output 4	430.000
International consultants	40.000																					
Local consultants	100.000																					
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Audio Visual & Print Prod. Costs	50.000																					
Contractual Serv. Companies	50.000																					
Miscellaneous Expenses	10.000																					
Total output 4	430.000																					
<p>Output 5: Gender concerns integrated into Disaster Risk Reduction plans and stakeholders capacities in promoting gender equality and women's empowerment are strengthened</p> <ul style="list-style-type: none"> • Baseline 1: Lack of a gender sensitive DRR 	<p>Targets (year 1)</p> <ul style="list-style-type: none"> • Engender institutional framework for DRR <p>Targets (year 2):</p> <ul style="list-style-type: none"> • Engender the proposed legislative mechanism • Engender the national disaster 	<p>Gender concerns integrated into institutional frameworks, legislative mechanisms, national and local level DRR plans and earthquake and drought plans</p> <ol style="list-style-type: none"> 1. Recruit international gender and DRR expert 2. Conduct gender analysis on DRR and gender mainstream all components (i.e. frameworks, strategies, action plan, etc.)of project 3. Design and incorporate specific gender responsive provisions with DRR plans 4. Conduct gender and DRR training for all relevant personnel at central, regional and local level <p>Building of national capacities at central, regional and local level for vulnerable women groups</p>	<ul style="list-style-type: none"> • Project Manager in liaison with UNDP officials incl. gender advisor as well as government officials from various line ministries • Ministry of 	<table> <tbody> <tr> <td>International consultants</td> <td>30.000</td> </tr> <tr> <td>Local consultants</td> <td>100.000</td> </tr> <tr> <td>Travel</td> <td>70.000</td> </tr> <tr> <td>Audio Visual & Print Prod. Costs</td> <td>75.000</td> </tr> <tr> <td>Hospitality</td> <td>50.000</td> </tr> <tr> <td>Professional Services</td> <td>10.000</td> </tr> </tbody> </table>	International consultants	30.000	Local consultants	100.000	Travel	70.000	Audio Visual & Print Prod. Costs	75.000	Hospitality	50.000	Professional Services	10.000						
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Travel	70.000																					
Audio Visual & Print Prod. Costs	75.000																					
Hospitality	50.000																					
Professional Services	10.000																					

<p>institutional framework.</p> <ul style="list-style-type: none"> • Baseline 2: Lack of gender sensitive national and local disaster management plans <p>5. Indicator 1: Effective and gender sensitive framework and disaster management plans.</p> <p>6. Indicator 2: More awareness and capacity building on role of gender in all stages and levels of DRR</p> <p>7. Indicator 3: Awareness of vulnerable women groups raised</p> <p>8. Indicator 4: development of gender sensitive local interventions</p> <p>:</p>	<p>management plans</p> <ul style="list-style-type: none"> • Engender the local disaster management plans <p>Targets (year 3):</p> <ul style="list-style-type: none"> • Engender earthquake disaster risk management master plan • Engender drought disaster risk management plan • Capacity Building for vulnerable women groups • Gender based media strategy • Gender sensitive monitoring and evaluation plan 	<ol style="list-style-type: none"> 1. Conduct training needs assessment 2. Develop training module on gender taking into consideration needs of vulnerable women's groups 3. Train women in preparedness and response phases of disaster <p>Develop and implement gender based media strategy</p> <ol style="list-style-type: none"> 1. Review proposed media strategy from gender perspective for better outreach 2. Develop and implement gender sensitive information and education campaign 3. Include gender sensitive language in project reports and related websites 4. Produce publications on case studies and good practices of gender and DRR <p>Develop gender based monitoring and evaluation scheme</p> <ol style="list-style-type: none"> 1. Gender mainstream M&E scheme including gender sensitive performance indicators 2. Follow up on gender initiatives across project activities 3. Preparation of ToR for evaluation that reflected gender issues of the Project 4. Orientation of the evaluation mission on gender issues in the DRR project 	<p>Information officials</p> <ul style="list-style-type: none"> • Ministry of Education officials • Ministry of Local Administration and Environment • Red Crescent • Women's Union 	<p>Total output 5</p> <p style="text-align: right;">335.000</p>
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IV. MANAGEMENT ARRANGEMENTS

This project will be executed by the Ministry of Local Administration as the “implementing partner, being the entity responsible and accountable for managing the project, including the monitoring and evaluation of project interventions, achieving project outputs, and for the effective use of UNDP resources. The “implementing partner” will thus be accountable to UNDP for all resources allocated by the latter, whether their source is UNDP, donors or from government cost sharing. The Ministry of Local Administration is responsible for the overall implementation of the project and for ensuring that the day-to-day activities are implemented in accordance with the work plan. It will also be responsible for supervising the project staff and for coordinating events encompassed in the project. This task will be performed in coordination with UNDP.

The National Execution Modality will prevail with the support of the UNDP country office. In addition to regular technical backstopping and monitoring activities regularly provided, the UNDP country office shall provide the executing agency with support services for the execution of the project. This will ensure that technical and substantive expertise is available to the project for coordination, recruitment, procurement and contracting.

Services shall be provided in accordance with UNDP procedures, rules and regulations. The Ministry of Local Administration shall retain overall responsibility for the execution of the project and shall be responsible for and bound by any contracts signed by the UNDP Resident Representative on behalf of the implementing partner and upon its request, for the procurement of goods and services and / or recruitment of personnel for the project. Costs incurred by UNDP country office for providing the above described support services will be partly recovered from the project budget.

In accordance with the decisions and directives of UNDP's Executive Board reflected in its Policy on Cost Recovery from Other Resources, the Contribution shall be subject to cost recovery by UNDP for two distinct cost categories related to the provision of support services, namely:

- a) UNDP General Management Support recovered with a flat rate of 5 % for the Government cost sharing and a flat rate of 7% for donor cost sharing, and includes the following services:
 - Project identification, formulation, and appraisal
 - Determination of execution modality and local capacity assessment
 - Briefing and de-briefing of project staff and consultants
 - General oversight and monitoring, including participation in project reviews
 - Receipt, allocation and reporting to the donor of financial resources
 - Thematic and technical backstopping through Bureaus
 - Systems, IT infrastructure, branding, knowledge transfer

UNDP Direct costs incurred for Implementation Support Services (ISS), recovered through the Universal Price List, as long as they are unequivocally linked to the specific project, are built into the project budget against a relevant budget line and, in the case of clearly identifiable transactional services, charged to the project according to standard service rates. ISS include the following services:

- Procurement of services and equipment
- Organization of training activities, conferences, and workshops, including fellowships
- Travel authorization, visa requests, ticketing, and travel arrangements
- Shipment, custom clearance, vehicle registration, and accreditation

Costs incurred by UNDP Country Office for providing the above described support services will be partly recovered from the project budget.

Roles and Responsibilities

The project board is charged with making executive management decisions for the project when guidance is required by the national project director. This includes approval of project revisions. The project board will consist of senior representatives from the SPC, MoLA, and UNDP. The project board members should meet regularly during the project period and as a minimum twice during the implementation; first upon the launch of the project and the second at the end.

The national project director (NPD) will be recruited in accordance with UNDP's rules and regulations. The NPD will be accountable for the implementation of all activities of the project, coordination among the different stakeholders, ensuring adherence to and application of acceptable financial management systems and monitoring and evaluating the project's overall progress. He will be accountable to the project board and any changes in the milestones and outputs of the project will be discussed and agreed upon by the project board.

The NPD will produce monthly monitoring reports on progress of activities including timeliness of delivery. He will also produce quarterly progress reports and annual reports throughout the project period. The NPD will be supported by a project associate and an administrative/finance assistant who will be recruited in accordance with UNDP's rules and procedures (TORs in Annex 7).

Partnerships

The BCPR-Disaster Reduction Team in close collaboration with the Strategic Planning Unit will provide technical support for the implementation of this project. Other partners for collaboration include local beneficiaries such as the State Planning Commission, The Seismology Department of the Ministry of Petroleum, The Civil Defense Department, the Fire and Rescue Services, the Police Department, The Red Crescent Society and The Women's Union of the Syrian Arab Republic, The Ministry of Education, the media, and local community groups and organizations. Additionally, close cooperation with FAO will be undertaken to achieve output 4 of the project document.

V. MONITORING FRAMEWORK AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board, through Project Assurance, using the standard report format available in the Executive Snapshot.
- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- A Monitoring Schedule Plan shall be activated in Atlas, and updated to track key management actions/events

Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As a minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR, covering the whole year with updated information for each above element of the QPR, as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

VI. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of (country) and UNDP.

Consistent with the Article III of the SBAA, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency.

The executing agency shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) Assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

VII. ANNEXES

Annex 1 Schedule of Payments



Schedule of Payments for government cost-sharing (Ministry of Local Administration):

During the first quarter of **2010**, the amount of **US\$ 500,000.00.-** will be paid to UNDP Syria account at BYBLOS BANK SYRIA.

Annex 2 RISK LOG

Project Title: Disaster Preparedness and Management in Syrian Arab Republic	Award ID:	Date:
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#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	Financial commitment by Syrian Government	Project Document Stage	Financial	No funds to initiate or complete project objectives. Total Failure. P = 1 I = 5	Ensure thorough implementation modalities and agreements.				
2	Financial Sustainability	Project Document Stage	Financial	No funds to sustain the project after initial period. Total failure. P = 2 I = 5	International lobbying by stakeholders, and Government ownership of objectives.				
3	Shortage of Allocated Full Time Officials at National and District Levels	Project Document Stage	Organizational	Insufficient amount of time spent by officials to meet their disaster management responsibilities. P = 3 I = 3	Provide a high profile for disaster management. Support officials through administrative and political structures.				
4	Shortage of Experienced Administrators	Project Document Stage	Organizational	A loss of continuity and a need to revisit training. P = 3 I = 3	Spreading the training and carry out "train the trainers" courses.				
5	Occurrence of a Major Disaster	Project Document Stage	Operational	Project activities will be hampered as all resources will be channelled to address ensuing crisis. P = Unknown I = 4	At an early stage in the project development very limited mitigating options are available, if any.				