UNITED NATIONS DEVELOPMENT PROGRAMME
GOVERNMENT OF SYRIAN ARAB REPUBLIC
PROJECT DOCUMENT

Project number: SYR/02/012
Project title: National Capacity Building for Disaster Management
            Support to

Estimated start date: 15 April 2003
Estimated end date: 15 April 2005

Project site: Damascus
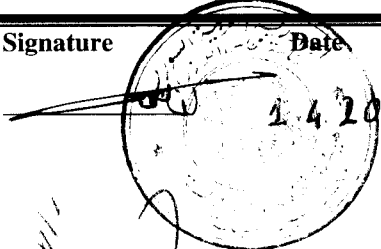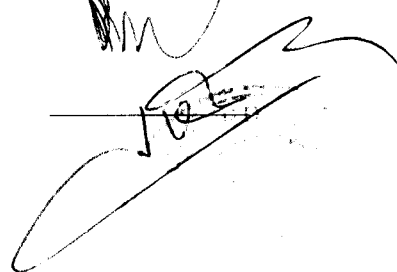**Government cooperating agent: Ministry of Local Administration**

Classification information

- ACC Sector & Sub-sector: Disaster Prevention & Preparedness Assistance & Disaster Management.
- DCAS sector and sub-sector: Disaster Preparedness relief Planning   & Institutional Preparedness.
- Government sector and sub-sector:
- Primary areas of focus/sub-focus: Other UNDP Dev. Priorities
- Secondary areas of focus/sub-focus:
- Primary type of intervention: Capacity building – Direct training
- Secondary type of intervention:
- Primary target beneficiaries: Target Org. Gov. Local Gov. Organizations.
  Secondary target beneficiaries: Community at large

UNDP and cost-sharing inputs		
UNDP:		
TRAC	$ 150,000	
Other (SPPD)	$	
Govt. Prog. Cost Sharing	$ 150,000	
Total	$ 300,000	
Country Office Admin. Costs		
COA	$ 7500	
Total	$	307,500

LPAC approval date: 12.3.2003

Programme officer: Abdallah Dardari

Brief description: This project is designed to build national capacities for disaster management in the following areas: 1- a disaster management information and data exchange system using GIS technology to serve as a decision support tool in case of emergency. 2- A comprehensive analysis and review of the current institutional set up for disaster management to propose necessary improvements and realignments. 3- A review of contingency planning and disaster management capacities, including training programmes, at the unit level, to ensure operational capacity in case of disaster. 4- A pilot local government socio economic decision support database to help local authorities manage effectively post disaster rehabilitation phase.

On behalf of:	Signature	Date	Name/Title
Government of Syria		1.4.2003	Dr. Toufik Ismail President of State Planning Commission
Executing Agency			Mr. Hilal Atrach Minister of Local Administration
UNDP			Mr. Taoufik Ben Amara Resident Representative

Background:

Syria has been developing its national disaster management and mitigation strategies, institutions and policies for the past 20 years. The country has a well-defined structure for disaster management and reasonable human and logistical resources for managing medium size natural or/and man made disasters. This structure has proven operational and relatively adequate during the last major disaster that struck in the form of the collapse of the Zeyzoun dam flooding more than 1000 hectares and leading to a loss of livelihood of more than 40,000 people. National response was quick and adequate and the immediate disaster was contained in 24 hours by providing shelter, food, drinking water and vaccination to1500 displaced people. However, this disaster highlighted two main features: 1- the UN system played a central role in assisting the national and local authorities in managing and coordinating relief efforts and post disaster rehabilitation-mainly a UNDP mandate and activity. 2- national authorities became concerned about their management capacities in larger, more complex contingencies requiring interregional and international coordination, and even more concerned with available information and data exchange systems necessary for effective management of any type of disaster. Hence this initiative for UNDP support to disaster management in Syria.

After participating in a series of working meetings of the National Committee in charge of updating and modernizing the National Disaster Management Strategy, UNDP fielded Dr. Khaldoun Zreik, a TOKTEN consultant specialized in disaster management information systems, to support the National Committee responsible for reviewing the Disaster Management Strategy, in assessing the current status of disaster preparedness, including communication and information systems and institutional set up. The major conclusion of that mission is that Syria is in real need for technical support in this field especially in:

1. Organizational Aspects: Most of Syrian establishment and administrations have a Disaster Organizational Plan on paper.

2. Information Management: Very often information is not available or very difficult to be accessed rapidly in case of disaster.

3. Information Quality: Lack of adapted Information management approach which erodes the quality and the credibility of the exchanged information, during a disaster.

4. Information Transmission: Once the information is available and credible, there is no real and adaptable strategy allowing its transmission, in time, in case of disaster.

5. Telecommunication facilities: Most of the visited administrations are suffering from a lack of modern telecommunications means.

6. Communication and Information Flow: There is a formal policy of communication or information flow during a disaster, though requires considerable review and assessment.

7. Decision Making Process: In case of disaster, important decisions have to be taken by the president of the emergency board (the Governor, Minister or Prime Minister). Except the hierarchical aspect, there is no decision making support system adapted to emergency plan.

8. Human Resources: Most of the concerned administrations (member of the emergency board) do not have any plan or documentation allowing them to better manage their resources. Only the ministry of Health seems to be involved in such exercise.

9. Training Programs: Most of disaster management and first safety measures training program seem much more theoretical than practical, they are not well fitted to the different localities.

10. Training Programs Assessment: There is no real method to assess the training programs.

11. Information Technology: Nearly absent. Very few administrations are using IT in their daily activities. Less are those who adapt a professional Information Management Approach. In worst cases, some administrations do not have any IT tool.

12. Disaster Assessment: There is no detailed criteria or method allowing the decision maker to be able to evaluate, in time, the importance of the current disaster.

13. Preventive measurements: Most of the administrations are aware of the importance of preventive approaches. But they don't suggest any action plan on this topic.

14. Tests and simulations: Many organizations have undertaken some simulations or tests to assess their disaster systems reliability. Some of them have written very interesting reports indicating some malfunctioning that needs to rectified and mitigated.

Host Country Strategy:

Syria has developed a comprehensive system for disaster management in the early 1980s, built on a number of major pillars including:

1- A long list of resolutions, orders, decisions, and decrees in assigning different tasks to different institutions and administrations throughout a period spanning from 1967 to 2002.
2- The higher council for civil defense (HCCD): headed the prime minister and the membership of 17 ministers, in addition to eight national agencies. Its main functions include:
   a) designing national civil defense policy,
   b) setting up operation rooms for civil defense in each governorate
   c) defining "sensitive establishment"
   d) allocating budgets.

3- The Central Command for Civil Administration (CCCA): Headed by the deputy prime minister with a membership of 9 ministers. Its main functions are:

    a) Implement HCCD orders
    b) Direct command of civil defense department at the local level
    c) Coordination and data exchange

4- Local Command for Civil Administration: the Governarorate level branch of the CCCA. Headed by the Governor and main functions are:

    a) ensure readiness of operations rooms
    b) review of sectoral plans
    c) design an annual training plan
    d) design a disaster information and media plan

5- The Higher National Committee for Disaster Management (HNCDM): Headed by the deputy prime minister and consists of 6 ministers and Director General of Civil Defense. Its main functions are:

    a) Prepare advanced plans for disaster mitigation

    6- The Permanent Earthquake Committee: A technical committee of specialists entrusted with finding solutions for enforcing the structures of major installations for earthquake situations.

    7- The National Committee for developing a national disaster management project. Established in September 2002 to review the existing strategy and propose its development in cooperation with regional and international organizations.

This complex system of institutions and functions is one reason for the concern about roles and responsibilities in case of a local or national disaster. In fact it will be the target of scrutiny and review in this project.

UNDP Strategy:

UNDP addresses the medium and longer-term development dimensions of crisis prevention and recovery, focusing on the needs of those most vulnerable to conflict or disaster, particularly poor women and children. Based on its poverty mandate and human development approach, UNDP seeks to advance dialogue and understanding of the development dimensions of crisis and post-conflict situations. UNDP works with governments. United Nations and civil society partners to reduce the impact and incidence of crises by ensuring reliable and coherent support to crisis prevention and recovery.

UNDP Services to Programme Countries:

Core services

To help countries anticipate and prevent crises, and to bridge the relief to development gap, UNDP services focus on:

National capacity in major phases of the natural disaster management cycle, including prevention, early warning, mitigation, recovery and reconstruction.

Effective recovery planning and programming, including social and economic recovery. Support available through the Bureau for Crisis Prevention and Recovery (BCPR) or BDP Policy advice and technical support in:

> 1.designing effective recovery programmes;
> 2.crisis-sensitive planning and programming frameworks;
> 3.linking environmental disaster prevention and recovery with poverty reduction.
> 4.strengthening democratic governance institutions in post-conflict settings;
> 5.reducing inequality and exclusion, especially of women, in response to crisis and conflict;
> 6.recovering essential local and national social and economic services;

Even though crisis prevention and management is not one of the intended outcomes of Syria's SRF, there are clear linkages between development activities in the fields of local community development, poverty alleviation, and economic governance on one hand and the proposed activities for disaster management that will focus on four major pillars:

- A disaster management information and data exchange system using GIS technology to serve as a decision support tool in case of emergency.
- A comprehensive analysis and review of the current institutional set up for disaster management to propose necessary improvements and realignments.
- A review of contingency planning and disaster management capacities, including training programmes, at the unit level, to ensure operational capacity in case of disaster.
- A pilot local government socio economic decision support database to help local authorities manage effectively post disaster rehabilitation phase.

Project Strategy and Implementation arrangements:

The project is nationally executed by the Ministry of Local administration (MoLA). The ministry is in charge of updating and reviewing the national disaster strategy and also

Part 2 Results Framework

Intended outcome: Even though this project is not part of the CO SRF Syria's SRF, there are clear linkages between development activities in the fields of local community development, poverty alleviation, and economic governance on one hand and the proposed activities for disaster management.

The project has four major components:

* A disaster management information and data exchange system using GIS technology to serve as a decision support tool in case of emergency.
* A comprehensive analysis and review of the current institutional set up for disaster management to propose necessary improvements and realignments.
* A review of contingency planning and disaster management capacities, including training programmes, at the unit level to ensure operational capacity in case of disaster.
* A pilot local government socio economic decision support database to help local authorities manage effectively post disaster rehabilitation phase.

General outcome indicators N.A

Partnership Strategy: Engagement of different government units involved in disaster management, in addition all UN agencies and NGOs involved in this domain and welcomed by the Government of Syria to provide such support.

Project title and number: **National Capacity Building for Disaster Management (SYR/02/012)**

Outputs	Output Targets for 12 months	Activities	
1. Support to setting up a disaster management information and data exchange system using GIS & radio communication technology to serve as a decision support tool in case of emergency.	A fully functioning national disaster management information and data exchange system.	1. Recruit national specialists in the fields of data systems, GIS and disaster management. 2. Procure necessary hardware and software. 3. Inter relevant data to populize the system 4. Train concerned national staff on efficient management of the system.	
Undertake comprehensive analysis and review of the current institutional set up for disaster management to propose necessary improvements and			
2. A comprehensive analysis and review of the current institutional set up for disaster management to propose necessary improvements and realignments.	A modern updated comprehensive plan for disaster management institutions in Syria. (National & Local levels)	1. Review current disaster management institutional set up 2. Assess gabs between needs & current set up. 3. Propose a new system. 4. Select National trainees. 5. Conduct training programs	
3. A review of contingency planning and disaster management capacities, including training programmes, at the unit level to ensure operational capacity in case of disaster.	An updated manual for disaster management at the unit level.	1. Review current manuals at the unit level 2. Design new manuals. 3. Design training program for pilot units	

		4. Implement training program in the pilot units	
4. Support to a pilot local government socio economic decision support database to help local authorities manage effectively post disaster rehabilitation phase.	A pilot Decision Support System (DSS) at the local Governorate level	1. A socio economic survey of the pilot Governorate 2. Design the DSS 3. Implementation of the DSS	

Reporting

As per UNDP guidelines, the Project will prepare the following:

1. Quarterly progress reports;
2. Draft final report;
3. Terminal report;
4. Monthly and quarterly work plans, highlighting activities in progress, activities in pipeline and relative expenditure sheet;
5. Annual budget with a semi annual budget review;
6. Project review at the end of the 12 months period, and
7. Thematic evaluation as required by UNDP's evaluation plan

The Project will ensure that sufficient funds have been set aside for monitoring and reporting.

Partnerships and Resource mobilization

The Project will make full use of the traditional avenues for partnerships and resource mobilisation, drawing from successful experience with disaster management and coordination issues.

Type of Partner/Donor	Name	Type of contribution
Government agencies	Ministry of Local Administration	Link with policy making, in kind, matching contributions
Bi-lateral	N.A	
Multilateral	N.A	
UN System	UN System: UNFPA, WFP, UNICEF, WHO	Technical cooperation, parallel funding
Regional organizations	N.A	
IT Associations	IT Faculty	Provide technical advice in IT area.

Part 4. Legal Context

This Project document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement between the Governments and Territories participating and the United Nations Development Programme and refers to the government co-operating agency described in that Agreement.

This project document shall be the instrument envisaged in the Supplemental Provision to the Document, attached hereto. The host country implementing agency shall, for the purpose of the Supplementary Provisions to the Programme Document refer to the Government co-operating agent described in the supplemental Provisions.

Par 5. Budget

Attached

responsible for direct coordination of disaster management activities. Project staff includes:

- National project Coordinator; a member of the committee set up by the prime minister headed by minister of local administration re review and update the national disaster management strategy. The NPC will be responsible for coordinating all activities with Government counterparts and provide substantive and technical input in the field of data systems and disaster management (TORs attached).
- Disaster management specialist: (TORs Attached)
- Disaster Communication Specialist (TORs attached)
- IT Specialist (TORs attached)
- GIS specialist (TORs attached)
- Data entry
- Administrative Assistant (TORs attached)

United Nations Development Programme

SYR/02/012 - Support To Disaster Management
Budget

Main Source of Funds. 01 - UNDP TRAC - (TRAC
Executing Agency: MOLA, Ministry Of Local Administration

Sbln	Description	Implementing	Funding		Total
010	PERSONNEL				
011	International Consultants				
011.01	International Consultants	MOLA		Net Amount	10,000
				Total	10,000
011.99	Line Total	--------		Net Amount	10,000
				Total	10,000
017	National Consultants				
017.01	National Consultants	MOLA		Net Amount	80,000
				Total	80,000
017.99	Line Total	--------	--------	Net Amount	80,000
				Total	80,000
019	PROJECT PERSONNEL TOTAL		--------	Net Amount	90,000
				Total	90,000
030	TRAINING				
033	In-Service Training				
039	TRAINING TOTAL		--------	Net Amount	40,000
				Total	40,000
040	EQUIPMENT				
045.01	Non-Expendable Equipment	MOLA		Net Amount	140,000
				Total	140,000
045.02	Expendable Equipment	MOLA		Net Amount	9,000
				Total	9,000
045.99	Line Total	--------	--------	Net Amount	149,000
				Total	149,000
049	EQUIPMENT TOTAL		--------	Net Amount	149,000
				Total	149,000
050	MISCELLANEOUS				
053.01	Sundries	MOLA		Net Amount	21,000
				Total	21,000
053.99	Line Total	--------	--------	Net Amount	21,000
				Total	21,000
059	MISCELLANEOUS TOTAL		--------	Net Amount	21,000
				Total	21,000
099	BUDGET TOTAL		--------	Net Amount	279,000
				Grand Total	300,000