**Final Report**

**Mid-Term Evaluation of the Comprehensive Disaster Risk Management Programme (CDRMP)**

**Partnership between UNDP Nepal CO and the Government of Nepal**



**Photo credit: Gabriella Buescher**

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# List of Acronyms and Abbreviations

|  |  |
| --- | --- |
| ADB | Asia Development Bank |
| BCPR | Bureau for Crisis Prevention & Recovery |
| CAPA | Community Adaptation Plan of Action |
| CBDRM | Community Based Disaster Risk Management |
| CBDRR | Community Based Disaster Risk Reduction |
| CBEWS | Community Based Early Warning System |
| CCA | Climate Change Adaptation |
| CDES | Central Department of Environmental Sciences |
| CDRMP | Comprehensive Disaster Risk Management Programme |
| CPAP | Country Programme Action Plan |
| CRM | Climate Risk Management |
| CSO | Civil Society Organization |
| DADO | District Agriculture Development Office |
| DDC | District Development Committee |
| DDMP | District Disaster Management Plan |
| DDRC | District Disaster Relief Committee |
| DHM | Department of Hydrology and Meteorology |
| DIM | Direct Implementation Modality |
| DPNet | Disaster Preparedness Networks |
| DPRP | District Preparedness and Response Plan |
| DRM | Disaster Risk Management |
| DRR | Disaster Risk Reduction |
| DSCO | District Soil Conservation Office |
| EOC | Emergency Operations Center |
| ER | Early Recovery |
| EWS | Early Warning System |
| GESI | Gender Equity and Social Inclusion |
| GLOF | Glacial Lake Outburst Flood |
| GoN | Government of Nepal |
| HFA | Hyogo Framework of Action |
| ICIMOD | International Centre for Integrated Mountain Development |
| IFRC | International Federation of the Red Cross |
| IMS | Information Management System |
| INSARAG | International Search and Rescue Advisory Group |
| KMC | Kathmandu Metropolitan City |
| LAPA | Local Adaptation Plan of Action |
| LDRMP | Local Disaster Risk Management Plan |
| LDTA | Local Development Training Academy |
| LGCDP | Local Governance and Community Development Programme |
| LSGA | Local Self Governance Act |
| M&E | Monitoring and Evaluation |
| MDG | Millennium Development Goals |
| MEDEP | Micro Enterprises Development Programme |
| MoFALD | Ministry of Federal Affairs and Local Development |
| MoHA | Ministry of Home Affairs |
| MoPIT | Ministry of Physical Infrastructure and Transportation |
| MoUD | Ministry of Urban Development |
| NAPA | National Adaptation Plan of Action |
| NASC | Nepal Administrative Staff College |
| NBC | National Building Codes |
| NDMA | National Disaster Management Authority |
| NDRF | National Disaster Response Framework |
| NGO | Non-governmental Organization |
| NIM | National Implementation Modality |
| NNRC | Nepal Risk Reduction Consortium |
| NPC | National Planning Commission |
| NRCS | Nepal Red Cross Society |
| NSDRM | National Strategy for Disaster Risk Management |
| OCHA | Office for the Coordination of Humanitarian Affairs |
| PDNA | Post Disaster Needs Assessment |
| PPP | Public-Private-Partnership |
| RSLUP | Risk Sensitive Land Use Plan |
| SOP | Standard Operating Procedures |
| SPF | Strategic Partnership Framework |
| TAL | Terai Arc Landscape |
| UNCT | United Nations Country Team |
| UNEG | United Nations Evaluation Guidelines |
| VDC | Village Development Committee |
| WWF | World Wildlife Fund |

# Executive Summary

**Introduction and the Comprehensive Disaster Risk Management Programme**

Nepal is one of the 20 most disaster-prone countries in the world and is exposed to multiple hazards, including earthquakes, floods, landslides, windstorms, hailstorms, fires, Glacial Lake Outburst Floods (GLOFs) and avalanches. Within this context, the Comprehensive Disaster Risk Management Programme (CDRMP) aimed to support the Government of Nepal to strengthen the institutional and legislative aspects of Disaster Risk Management (DRM) in Nepal by building the capacity of the Ministry of Home Affairs, other line ministries and local governments. The programme was formulated to support implementation of the Government of Nepal’s National Strategy for Disaster Risk Management (2009). The programme is part of the Strategic Partnership Framework signed between the Bureau for Crisis Prevention and Recovery (BCPR) and UNDP and is in line with the Nepal Risk Reduction Consortium (NNRC) work plan. UNDP is the coordinating agency in Nepal for the NRRC Flagship Area Five: Policy and Institutional Support for Disaster Risk Management, and is a major contributor to the Government’s agreed work plan and targets for the NRRC.

While based on the National DRM Strategy, CDRMP also aims to be fully aligned with the UNDP CPAP (2010-2012) Outcome 4.2: Risks of natural hazards to rural and urban livelihoods and infrastructure reduced. The Ministry of Home Affairs is the programme’s main Government counterpart. Further, partnerships have been developed with a wide range of other Government and non-Government actors, including the Ministry of Federal Affairs and Local Development, Ministry of Physical Infrastructure and Transportation, the Ministry of Urban Development, several sectoral ministries, the National Planning Commission and municipal actors.

**Objectives and Methodology of the Mid-Term Evaluation**

As per the ToR, the Evaluation Team (referred to as the MTE team henceforth) assessed to what extent the Comprehensive Disaster Risk Management Programme (CDRMP) was on track towards reaching its key results and achieving the programme outcomes. The MTE team considered if the CDRMP was on track in terms of physical and financial progress, which were the areas where the programme has done well, and the areas in which greater efforts are required. The MTE team also considered how strategic the programme activities were, how did they complement a few other initiatives under the NRRC, how the programme had been perceived by stakeholders to date, and what were the improvements needed.

The MTE team was mindful of the evolving socio-political-economic situation in the country and of UNDP’s value added and comparative advantage. The MTE team also worked in an inclusive manner, with the full participation of all stakeholders. The MTE team was also aware of the fact that a new UNDAF and UNDP Country Programme Action Plans (2013-2018) were recently signed with the Government of Nepal –thus creating an opportunity for reflection. The evaluation results are meant to provide a basis for decision-making on actions to be taken for the remaining period of the programme. Although reviewing the first biennium of the CDRMP, the MTE team also focused on the way forward: 1) What adjustments, if any, should be made in the remaining two years of the programme (2014—15), and 2) What should be the modality of the follow-up Programme under the current CPAP (2013-2017), if UNDP were to develop a Phase Two of this programme. In addition, the evaluation assessed the value added of UNDP/CDRMP.

**The Comprehensive Disaster Risk Management Programme**

Within this context, the Comprehensive Disaster Risk Management Programme (CDRMP) aimed to support the Government of Nepal to strengthen the institutional and legislative aspects of Disaster Risk Management (DRM) in Nepal by building the capacity of the Ministry of Home Affairs, other line ministries and local governments. The programme was formulated to support implementation of the Government of Nepal’s National Strategy for Disaster Risk Management (2009). The programme is part of the Strategic Partnership Framework signed between the Bureau for Crisis Prevention and Recovery (BCPR) and UNDP and is in line with the Nepal Risk Reduction Consortium (NNRC) work plan. UNDP is the coordinating agency in Nepal for the NRRC Flagship Area Five: Policy and Institutional Support for Disaster Risk Management, and is a major contributor to the Government’s agreed work plan and targets for the NRRC.

The Ministry of Home Affairs is the programme’s main Government counterpart; and other partnerships have been developed with a wide range of other Government and non-Government actors, including the Ministry of Federal Affairs and Local Development, Ministry of Physical Infrastructure and Transportation, the Ministry of Urban Development, several sectorial ministries, the National Planning Commission and municipal actors

**Budget**

The total budget (agreed amount) of the CDRMP is USD 15,825,228, out of which USD 13,681,720 (86.46 %) is funded as of July end, 2013.

**Major Findings**

Based on field visits, focus groups discussions, meetings with the GoN and other key stakeholders, as well as the desk review, the MTE team found that the CDRMP has shown a few good results overall in the first biennium--especially considering that until recently DRM in Nepal was mainly focused on response. The Team found that the CDRMP is a good programme, with well-defined components contributing to DRR. It has committed, hard-working and qualified implementation staff. The overall strategy of the CDRMP is however weak, with a very fractured programme focusing on 6 separate components. There has been some progress on linkages with other sectors and the MTE Team observed good progress in several of the sub-components of all 6 Components (as discussed in the report). Based on the research, the MTE team found that currently the activities are spread too thinly, across too many districts, with little chance of synergy among them.

The MTE team reviewed activities and results by component, including tracking results by component (please refer to the 6 Tables by component in the Chapter Major Findings in the report). It is premature to assess the overall results and impact beyond the analysis in the report, as the programme is only in its second year and has had only initial results to date. However, in the case of components supporting the mainstreaming of DRM, institutional capacity building through trainings, Earthquake work focused on a few municipalities within the Kathmandu valley, some positive results have been noted by the MTE team.

The BCPR Mission also noted that the entire programme management framework, with well-defined components, had potential and represented “an excellent opportunity for developing long-term capacity in DRR”[[1]](#footnote-1)—but the CDRMP has not yet lived up to the overall potential. The MTE Team came to the same conclusion of the BCPR Mission, namely that the CDRMP is too fragmented, and that it would provide better overall results to promote a wide-range of DRM measures in the same few locations. The MTE team thinks that having 6 components in so many different locations nationally dilutes any results, and causes challenges in logistics and oversight. The MTE team feels that a more selective approach would bring better synergy among components and activities and better results. In addition, it CDRMP should focus more on UNDP’s value added of technical assistance, policy guidelines and relations with national and local government/institution building.

**Summary of achievements**

The MTE team tracked programme results by component for each of the 6. Please refer to Chapter three for tracking tables and analysis. (Please refer to report).

**Programme Effectiveness and links to NRRC**

Increased links with partners (through NRRC as well), a better M& E and quality assurance in the CDRMP would improve effectiveness. UNDP plays a key role supporting the Nepal Risk Reduction Consortium (NRRC): it is the coordinator for Flagship 5 as well as being an active participant in Flagships 3 and 4. In the coming biennium, UNDP might also be called to be more engaged in Flagship 2 as OCHA is phasing out and UNDP and other actors will need to fill the gap in emergency preparedness and response. The uncertain political context, the lack of progress regarding the new DRM Act and constitution provide huge challenges in the ability to lead institutional and legislative reforms in disaster risk reduction. Overall, partners have pointed out to the MTE team a lack of policy and strategic vision on the part of UNDP –many partners are looking to UNDP and CDRMP to articulate a vision of DRR in Nepal. Overall, the MTE team believes that programme implementation of CDRMP is proceeding in the right direction, but the focus is too much on fragmented activities rather than on a strategy to contribute to reforming the DRR system nationally –in partnership with the GoN and key donors and stakeholders.

**Impact**

While it was too early after only two years into the project to experience substantial impact, some positive signs of the impact were noted by the MTE team, as discussed in the report, but substantial gaps remain. CDRMP’s support on Institutional and Legislative Systems for DRM helped sectoral line agencies to internalize DRM issues, incorporate them in their sectoral plans and programmes, and allocate resources from the annual budget. Seismic resilience of Kathmandu valley improved the safety of residents somewhat as a result of implementation of NBC and seismic guidelines. A clear understanding was developed among the government agencies for monitoring the NBC, fostering ownership. Further, JICA and the World Bank expressed interest to contribute to Kathmandu valley risk sensitive land use planning.

Regarding climate risk management, CDRMP adopted a low-cost, local resource-based bio-engineering approach based on indigenous practices which 'do not harm' to the local environment. But without ensuring a minimal operation and maintenance fund, these mitigation infrastructures were not yet sustainable. CDRMP also mobilized multiple stakeholders for resource sharing and ownership, especially in small-scale mitigation activities. For example, in Madhi, Chitwan, good collaboration was in place with Hariyo Ban/USAID, Saplaneer/RRN, Buffer Zone Development Council/ TAL/WWF, and Caritas. In the reclaimed land along riverbanks, as a result of small-scale mitigation, people started to farm cash crops to increase incomes. Though these initiatives in income diversification were small, they had a positive effect on communities. Further, CDRMP facilitated the linkage of the CBDRMCs with the Micro Enterprises Development Programme (MEDEP). CRM issues were well addressed in the VDC and DDC periodic plans.

The CDRMP, through the community-based disaster risk management and the execution of local contingency plans, ensured an increased understanding on how to reduce risk. The best indicator of impact in the context of a DRM is if the risk is reduced in the case of a disaster; the MTE team noted some evidence from programme districts that the programme had a practical impact on affected people’s understanding about the causes of disasters. Further, the programme addressed the special needs of communities during disasters and adequately discussed their concerns in the multi-hazard risk assessment and comprehensive watershed management plans.

**Sustainability of Programme Results**

The MTE team noted some good efforts in DRM policy advocacy and mainstreaming of DRM issues in academic plans and training manuals. These efforts were further enhanced through the establishment of National Focal Points and the development of joint ToRs.

The formulation of a high level steering committee (in 2012) in the chairpersonship of head of Kathmandu Metropolitan City and formulation of separate working committees is instrumental in support for the NBC implementation have shown a high level of potentiality in mainstreaming DRM issues. For example, Kathmandu and Lalitpur municipalities built NBC and Risk Sensitive Land Use Planning in their annual plans and budget. The provision of minimal conditions and performance measures applied as one of the key indicators for gauging municipality’s programme performance provided a good example to other municipalities to work in the implementation of NBC. Qualified resource persons developed an e-building permit system; IFC/the World Bank and ADB started to work on municipal e-governance leading to better synergy for fostering sustainability of CDRMP’s gains.

CDRMP’s collaboration with national academic and training institutions, professional networks fostered increased knowledge on CRM/DRM. The linking of DDMPs and LDRMPs in DDC and VDC Periodic Plans further supported the roll-out of DRM issues at the district, municipality and VDC levels.

A plan was in place and useful to CDRMP in leveraging resources for GoN and other development partners for reducing the climate risk of people living with disaster. Capacity-building activities have strengthened and institutionalized CBDRMCs, enabling them to harvest the resources from VDC- and district-level agencies. The linkage among CDRMP, Department of Hydrology and Meteorology and relevant institutions increased potential for sustainability of the community-based EWS.

The National Disaster Response Framework (NDRF) opened some avenues, namely developing the operational plan/response framework in the sectoral plans, bringing relevant stakeholders together to review roles, responsibilities and plans for coordinated action, and increasing the culture of emergency preparedness and risk analysis for effective emergency preparedness and response. Fitting SAHANA DIMS software with DRR portal (though it is still not fully operationalized) will support to strengthen EOCs at different levels.

Further, because of the programme’s capacity-building efforts, it was observed that communities were empowered to carry out search and rescue and EWS system activities without supervision. CBDRNCs members and volunteers had sufficient skills and information about the principles and process of search and rescue, safety and security, situation assessment, mapping, basic search techniques, surface extrication in floods, earthquakes, landslides and fires. Local volunteers have learnt to keep safety bags to keep important belongings, advance management of dry foods in times of emergency, and change behavioural practices for disaster situations.

Early Recovery (ER) initiatives are ready to upscale once ER network meetings are regularized; response capacity during the emergency enhanced; ER contingency plan reviewed, gaps identified and recommendations offered to minimize the gaps. ER Network and cluster level contingency plans were developed, including the leading role of government and capacity building of clusters leads and co-leads, contributing to the sustainability of the programme.

Since the programme has set clear expectations for community involvement and emphasized self-reliance, the formation of DRM local institutions, the mobilization of local resources, and joint social action, it is likely that, to varying degrees, the activities started by CDRMP will continue with minimal supervision. That said, there is still a gap due to the lack of an overall strategic plan and structure at national level to make these activities sustainable at local as well as national levels.

CDRMP is working closely with a variety of key partners. The key counterpart in the GoN is MoHA, in addition to the key line Ministries. Relations have had challenges, but there is a new opportunity now with changes at GoN (new Disaster Management Act, new Division in MoHA) as well as internal changes at UNDP (as mentioned in earlier sections). The internal UNDP merger might provide a better firewall between the advisory and technical assistance role of UNDP and the role of the CDRMP. These current new developments at both MoHA and UNDP might provide a new chance of closer collaboration between the parties.

During interviews with international stakeholders, the subject of collaboration with the GoN also came up and many agreed on the need for improving the relationship between the GoN/MoHA and UNDP/CBDRMP.[[2]](#footnote-2) The major issue mentioned to the MTE team during meetings with GoN officials and especially MoHA was the feeling among them that they were not consulted sufficiently by UNDP; they stated that in some cases decisions made through PEB were not followed-through by UNDP/CDRMP. The MTE Team also understands that the inability to formally sign off Minutes from PEB meetings in 2013 has been a major sticking point with the Government. At the technical level, there was a lot of friction. It is not the role of the MTE team to fix this problem, but it is clear that UNDP and the GoN need to improve relations as it is adversely impacting on the CDRMP and its future impact/sustainability. DFID also reported some difficulties with UNDP/CDRMP, namely delays in reporting to DFID and a lack of follow-through, in their view, on their feedback/assessment of CDRMP’s successes and difficulties.

Despite these challenges, several international Agencies and donors have an overall positive opinion of the CDRMP. Some recognize the challenges, especially of getting results at the district level, and about the Government’s limited absorbing capacity. One in particular commented on how it is difficult to move from outputs to outcomes, and tough to see CDRMP’s results.[[3]](#footnote-3) Many of the stakeholders placed great expectations on CDRMP and on UNDP in building Government’s capacity, but understood that it is too early to show impact after only two years.

Some of the stakeholders stated that the CDRMP had a good activity level, but they expected more policy guidance from CDRMP as well as from UNDP in its role as Lead of Flagship 5. Some partners pointed to the need for increased focus on policy and on south-south collaboration for implementation of CDRMP activities. There was agreement among a few partners that the weakness of implementation and occasional poor performance in DRR at district level goes beyond EOCs or CDRMP; the fact that EOCs are 50% operational needs to be contextualized in terms of weak capacity at district level. It was noted that the districts that perform poorly on DRR issues, also perform poorly in other sectors (such as health, education, etc).[[4]](#footnote-4)

One area of discussion with a few partners as well as a few GoN representatives was on the issue of embedding of staff –as a possible transition to NIM/DIM modality. There were no specific suggestions regarding embedding of UNDP/CDRMP staff in a couple of GoN line Ministries; but there was some interest in exploring options. Discussions also touched on possible future modalities of cooperation with GoN.

The BCPR Mission recommended that DRM in Nepal should be broad-based; the MTE team agrees that CDRMP should not onl strengthen its relationship with MoHA and GoN, but should also diversify its partnerships, working with other institutions at national and local levels, along with central ministries.

**Coordination with Nepal DRR Consortium /Flagship 5**

As in the case of Clusters, partners have many expectations on a Lead agency, as is the case for UNDP as the Coordinator for Flagship 5. Some of the partners would have liked UNDP to take on a stronger leading role in Flagship 5; there was a perception that there was a lack of strategic vision beyond the work of the CDRMP. There was also some confusion between the roles of UNDP and CDRMP, given that CDRMP makes up the majority of the work of Flagship 5. There were expectations also from partners in other Flagships for UNDP to support their initiatives at the policy level[[5]](#footnote-5).

The issue of the need for a firewall came up in many of the interviews/discussions with stakeholders in Kathmandu. The MTE team, however, understands that UNDP/CDRMP senior management are aware of this and are already making some changes—in terms of internal reorganization, staffing for CDRMP (a national technical adviser will be hired to report to the new CDRMP Programme Manager) and hiring a dedicated staff for the Flagship 5 role.

Some of the donors/stakeholders stated that for better sustainability, there was a need for UNDP to develop better communication and coordination among Flagships[[6]](#footnote-6).

**Modalities of Partnership and Coordination**

UNDP globally uses DEX and NEX modalities; the NEX/NIM modality of implementation has ‘the potential to enhance sustainability as it promotes national ownership and also develops national capacity in critical programme management areas such as financial management and procurement”[[7]](#footnote-7). The NEX/NIM modality, however, has disadvantages in a disaster situation when the Government has limited capacity to manage the response[[8]](#footnote-8).

The CDRMP currently uses a DEX/DIM modality, given the need for capacity building and extensive support in preparedness, response and early recovery at the start of the programme. During several meetings with the GoN (MoHA and key line Ministries), government officials raised concerns about the continued DEX/DIM modality in the programme. Ownership by the GoN is the key issue as is –in their opinion— the perceived insufficient consultation by CDRMP in the first biennium.

Most of the officials the MTE team interviewed would like a NEX/NIM modality for a Phase Two, although informally a couple agreed that a phased transition with a combined NIM/DIM modality might also be agreeable, as long a they feel they are being consulted[[9]](#footnote-9).

A DEX/DIM modality might be harder to justify in a Phase Two; and a 20/80 (or 40/60) DIM/NIM hybrid model might have some merit. It would focus on capacity building again in this phase, but it would also lead to increased Government’s ownership and accountability.

The MTE Team is aware that the GoN and particularly MoHA is adamant that Phase Two be in NIM mode; but the MTE Team is also cognoscente of the capacity gap which is unlikely to be met in the last two years of the programme; hence, the recommendation to have a hybrid NIM/DIM modality which responds to the GoN wish to implement the project, while still providing guidance and capacity.

**UNDP as service provider**: UNDP has yet to strike an optimal balance globally between direct programme implementation and national implementation in many post-conflict and post-disaster countries, as in Nepal. Direct service delivery may escalate the achievement of specific outcomes and may be initially necessary to safeguard against corruption. However, it also runs the risk of weakening institutions that countries must rely on over the long term[[10]](#footnote-10). The CDRMP model worked well and was relevant to kick-start the project during the first two years; but in Phase Two the modality might need to be modified to better fit current needs, and to be better aligned with the GoN’s recommendations.

**Sustainability**: A combined hybrid NIM/DIM modality might also lead to more sustainability. Sustainability of results in the DRM area varies from CDRMP component to component; it depends on capacity, political will etc. Likewise, design for sustainability varies from component to component in terms of capacity and government’s ownership (please refer to Chapter 3 above for additional information on the 6 components).

There are also sustainability challenges in community-based interventions, as CDRMP targets the most vulnerable groups, with limited social and physical assets; consequently, as the MTE team observed during the field visits, the results achieved are fragile, and often not sustainable.

**Constraints, Challenges and Opportunities**

**Overall:** The CDRMP faces constraints and challenges, but also has opportunities in the next few years, including:

**Sustainability:** Enabling a country to take more effective and sustainable actions towards DRR/recovery is a challenge. This gap exists in Nepal as in most disaster-response efforts at global level, since governments and donors become focused on short-term, direct-impact solutions addressing immediate problems of affected populations, such as livelihoods, housing and public infrastructure. UNDP’s value added is its flexibility to design longer-term recovery programmes to suit country-specific needs and priorities within the disaster context.

**National ownership:** UNDP can play a stronger role in national and international partnerships because of its extensive country-level presence, well-established relationships with governments, neutrality and strong programme support in key areas of development. However, this value added is not always used effectively enough for UNDP to play a leadership role in areas related to recovery, early recovery and disaster risk reduction. UNDP has not always been successful in building on its strengths at the national level, particularly in terms of development-related support. This presents a challenge in Nepal affecting the CDRMP.

A recent report on DRR[[11]](#footnote-11)noted that while strong partnerships are found with local governments and at the community level, UNDP has not always leveraged them to inform national-level processes and strategies. More reactive engagement and the lack of a clearly thought-out strategy for seeking partnerships have limited UNDP’s contribution in disaster settings. While UNDP has made progress in supporting early recovery cluster coordination, its potential role at the national level has been challenged by a number of issues, including communicating the need for such an approach and facilitating wider coordination and national ownership. Similarly in Nepal, where Flagships are the coordinating structure instead of Clusters (that are perceived to be humanitarian, but in reality could have been successfully extended during the early recovery phase), UNDP needs to focus on wider coordination policy guidelines.

**Partnership with GoN**: It is challenging to work without a new DRM Act and to navigate among several Ministries in addition to the key government counterpart, MoHA.

**Coordination with the NRRC:** Currently, the GoN and other partners do not perceive Flagship 5 as having made a significant expansion beyond the CDRMP, although the Flagship workshop held in early 2013 strongly indicates the intention to do this and to establish an advisory group for the Flagship.

NGOs and INGOs tended to view Flagship 5 in a different light to the other Flagships, namely, as an opportunity to create an advocacy platform on policy issues with GoN. The extent to which this is a realistic expectation is questionable. Operational partners in each of the Flagship areas clearly see a role for Flagship 5 in assisting with the policy components of their own Flagship areas. To date, partners in other areas of the NRRC have seen UNDP as principally focused on its own programme. The NRRC Review and the Flagship 5 workshop pointed these challenges:

* A perceived lack of strategic vision beyond the UNDPs own work;
* Other Flagships expecting Flagship 5 to support their initiatives in the policy sense.[[12]](#footnote-12)

There are high expectations of Flagship 5; so far, however, UNDP has undertaken a large number of activities, almost exclusively implemented under the CDRMP. There is a lack of a broader strategic objective to date.  Effectively, partners view Flagship 5 as having two key components: one, the strengthening of systems via the CDRMP; and two, provision of a thematic group on policy and institutions (which could be considered a cross-Flagship component).  [[13]](#footnote-13)

**Conclusions**

**Relevance**

**Conclusion:** The MTE team found that the project was very relevant in reducing disaster losses, both human and physical, in Nepal and help people in coping and recovering from disasters through capable and resourceful national DRM system and mainstreaming DRR issues in all sectoral plans and programmes.

**Conclusion:** UNDP/CDRMP might consider the option to embed staff (2 or 3 initially on a trial basis) in a couple of Ministries --as a transition to a hybrid NIM/DIM modality.

**Achievement of Results**

**Conclusion (Component 1):** CDRMP largely supported key ministries and national training institutions to identify institutional gaps, develop policy and guidelines, strengthen institutional capacity in order to mainstream DRM in GoN’s plans and programmes. In addition, support was also provided to develop a Risk Sensitive Land Use Plan framework which requires a greater level of partnership/collaboration with development partners.

**Conclusion (Component 2):** The analysis showed that CDRMP contributed in integrating DRM and CRM issues into GoN plans and programme through strategic linkages between/among sectoral ministries. It also supported the consolidation and harmonization of DRM and CRM issues in the sectoral plans.

**Conclusion (Component 3):** The achievements show that CDRMP initiatives in reducing climate risk largely appeared to have followed a right track, but at a slow pace.

**Conclusion (Component 4):** The findings suggest that UNDP/CDRMP seems to be slightly derailed from its strategic role of and support for standardization and module building in CBDRM.

**Conclusion (Component 5):** The MTE concludes that the EPR component of the CDRMP has, to a greater extent, contributed to develop national and district disaster management plans, improve emergency capacities through building network, and prepare an earthquake response plan for Kathmandu valley.

**Conclusion (Component 6):** CDRMP through this component has contributed to the establishment of a Country Response Team at UNDP and the drafting of an outline of the National ER Framework with strengthened early recovery network and early recovery clusters. Further, CDRMP helped introduced retrofitting technology in constructing schools, as per the principle of ‘Building-back-better’.

**Effectiveness and Efficiency**

**Conclusion:** Based on interviews with key stakeholders, key issues include establishing the NDMA, increasing implementation rates and improved relations with GoN.

**Impact and Sustainability**

**Conclusion:** Enabling a country to take more effective and sustainable actions towards DRR/recovery is a challenge. This gap exists in most disaster-response efforts, since governments and donors become focused on short-term, direct-impact solutions addressing immediate problems of affected populations, such as livelihoods, housing and public infrastructure. UNDP has the flexibility to design longer-term recovery programmes to suit country-specific needs and priorities within the disaster context. This includes transparent systems of management, since disaster response and recovery often involve huge outlays of public resources.

**Monitoring and Evaluation (M&E)**

**Conclusion:** Specific indicators or benchmarks have not been established for UNDP work in crisis environments, and globally there is no consistent practice for setting baselines at the outset of country-based projects in order to track progress. Similarly, the CDRMP did not have sufficient baseline data; more focus on M&E would be beneficial as the CDRMP enters the next biennium in an evolving political and disaster context in Nepal.

**Conclusion**: CDRMP has been practicing an M&E framework to track various activities, monitor all progress and achievements against annual work plan and results of the programme, promote new learning and gains, assess whether the project is on-track to achieving its targets. More work needs to be done on evaluation of completed programme components and their impact on the population.

**Cross Cutting Issues**

***Capacity Development***

**Conclusion**: The MTE found that several training programmes have been delivered; however, the capacity of the participants to absorb delivered contents has largely remained weak. In addition to this, the capacity of stakeholders to use the disaster related equipments is inadequate[[14]](#footnote-14).

**Conclusion**: A large number of activities are being pursued under CDRMP, spreading financial and human resources very thin. Scaling up of programme would have serious capacity implications, as the CDRMP staff is already overstretched.

***Knowledge Management***

**Conclusion:** CDRMP has supported the promotion of knowledge management on DRR in Nepal only in part so far. Knowledge building is a long-term perspective and requires a long-term commitment.

***Gender and Social Inclusion (GESI)***

**Conclusion:** Addressing social and economic vulnerability requires a comprehensive programming approach, involving joint programmes in areas such as poverty reduction, sustainable development and governance.

**Conclusion:** CDRMP through its various interventions has helped promote social inclusion, gender equity, and gender empowerment, particularly at the community level. Continued efforts for empowering women remain extremely important.

**Coordination and collaboration**

**Conclusion:** The MTE team is aware of the recent discussions at the CO on this issue and of the recent Evaluation of the NRRC. [[15]](#footnote-15) It is also aware of current discussions regarding the importance of creating a broader view of DRR for Flagship 5. The MTE team understands that the NRRC, including Flagship 5, has a strategy aligned with the National Strategy, and that there are calls for UNDP --as the Coordinator of Flagship 5-- to develop a stronger vision at strategic/policy level beyond the CDRMP.

**Conclusion: Flagship 5**: It is noted that the Flagship system faces some of the same challenges of Clusters and Inter-Cluster issues, namely, a high level of expectations put on the Lead Agency (in this case the Flagship 5 Coordinator/Lead/UNDP) as well as accountability challenges. In light of new national legislation it might make sense to focus on **policy guidelines** — the MTE team understands that these issues are being considered by UNDP at present.

**Overall Conclusions**

**Conclusion**: **New Opportunities in the next biennium and beyond**: The recent developments in August 2013 with the establishment of a Division (and staff) dealing with DRM in MoHA (expanded from a unit, and which will play a key role up to the time when the NDMA will be operational) bring a new opportunity for better collaboration between MoHA / line Ministries and UNDP/CDRMP. In addition, the MTE team understands that the new Disaster Management Act will also be launched in the near future and it also means Nepal is entering a new phase that UNDP/CDRMP should seize as an opportunity for more harmonious relations.

These positive developments at the national level are also supported by an internal change at UNDP/CDRMP. The CDRMP is now structurally back as part of the Environment, Energy, Climate Change Unit, now renamed the Environment, Energy, Climate, Disaste Risk Management Unit at UNDP CO. The new structure and firewall between the UNDP role in Flagship 5 as well as the planned additional staff (National Technical Advisor reporting the National Programme Manager) and increased quality assurance and oversight should ease tensions with MoHA and the GoN in general and launch a new phase of hopefully closer cooperation.The Programme, entering the second biennium should have a clear Exit Strategy.

**UNDP’s Role as Flagship Coordinator in NRRC**

**Conclusion**: The MTE team concurs with the NRRC Review that It is important for Flagship 5 to create a broader view of risk reduction which “would involve establishing an agenda for the Flagship in a way that several agencies could work together and influence the Government, with or without a specific linkage to programme implementation”. [[16]](#footnote-16)

**Conclusion**: UNDP has been supporting the NRRC, in Flagship 5, but also participating in Flagships 3 and 4. Flagship 2, now that OCHA is winding down in Nepal, will also require some attention. Partners have high expectations of UNDP for Flagship 5 and across Flagships.

**CDRMP’s vision**

**Conclusion:** CDRMP should help promote a vision of DRR in Nepal, based on strong systems and institutions. CDRMP should also contribute to reforming the DRR system.

**Conclusion:** Given that UNDP/CBRMP have agreements in place with the GoN and partners, the MTE team realizes it might be difficult to make big changes in the current biennium; however, UNDP could strategize on ways to pave the way for the transition to a possible Phase Two with a hybrid DIM/NIM modality. The next biennium could be a transition phase during which activities would be consolidated, transferred, or some concentrated in fewer districts to achieve maximum synergy and impact.

**Conclusion:** More efforts are needed in the next biennium to go beyond short-term interventions, to better engage development stakeholders and to enhance national ownership.

**Conclusion:** A DEX/DIM modality might be harder to justify in a Phase Two. In addition, Government officials that the MTE team interviewed preferred a NEX/NIM modality for Phase Two, although informally a couple agreed that a phased transition with a combined NIM/DIM modality might also be agreeable, as long as they are consulted. A hybrid mixed modality (a 20/80 or 40/60 DIM/NIM model) might have some merit. It would be more realistic as it would focus on capacity building again in this phase, but it would also lead to increased Government’s ownership and accountability.

**CDRMP overarching conclusion:** Based on field visits, focus groups discussions, meetings with the GoN and other key stakeholders, as well as the desk review, the MTE team concludes that the CDRMP has shown some good results overall in the first biennium--especially considering the fact that until recently DRM in Nepal was mainly focused on response.

The MTE team finds that the CDRMP is a good programme, with well-defined components contributing to DRR. It has committed, hard-working and qualified implementation staff, and availability of resources. The Programme provides a good opportunity for mainstreaming DRR in Nepal and strengthening national institutions. There has been some progress on linkages with other sectors and the MTE team observed good progress in several of the sub-components of all 6 Components. It might be useful to strengthen knowledge management and increase information-sharing and visibility of the CDRMP. The individual results in separate activities have not however led to overall impact of results and sustainability yet.

The MTE team believes that the CDRMP –after the initial kick off of the past two years—should now start moving beyond a focus on small scale activities, such as road slope stabilization, river training, etc, training programmes and procurement; the CDRMP staff appears over-stretched, managing too many activities in several districts, in addition to work at the national level. Currently, the activities are spread too thinly, across too many districts, with little chance of synergy among them. In addition to geographic coverage, CDRMP also needs to focus on its areas of comparative advantage (policy, quality assurance/standards, liaison with government at national and local levels) and consider leaving other activities (masons' training, for example) to others Angencies or NGOs. The MTE team acknowledges that the selection of districts was in response to disasters (ie the 2011 earthquake in Ilam, floods) and to ad-hoc requests by the GoN and partners. However, now that the Programme is entering its second biennium, a consolidation of activities might be in order. This might also ease pressure on project staff to cover too many activities/districts.

**Recommendations for Strengthening CDRMP**

1. **Implementation arrangements (Capacity-building, Coordination, and Technical Assistance)**

* UNDP should consider providing support to the Ministry of Home Affairs and other line Ministries by appointing a small team of resource persons who can provide technical and coordination support to these ministries on a full-time basis. It would enhance the implementing capacity of the MOHA and line ministries, and improve coordination between UNDP and these ministries. However, such a support should be provided in a very selective way (two-three resource persons), based on ToRs that contribute exclusively to the CDRMP implementation.
* The current programme is following a direct implementation (DIM) modality. The present modality should continue, though with calibrated changes whereby certain elements of NIM modality be included in the implementation arrangements. A more consultative process should characterize the entire project implementation process, and on certain important issues such as recruitment of project personnel, resource allocation, and initiation of new partners, the concurrence of the implementing partner should be the norm. It is important that UNDP should be consultative on important issues pertaining to the project implementation in letter and spirit, build mutual trust and confidence with the government through regular meetings, and work together in a mutually reinforcing and rewarding manner. UNDP needs to make deliberate efforts to improve the level of trust and confidence with the Ministry of Home Affairs.
* A Project Executive Board (PEB) involving key ministries of the government guides the project management. It is recommended that a schedule of PEB meeting is agreed upon in advance and a simple system for tracking the implementation of the decisions of the PEB be established.
* The programme as a whole and each of its six components require significant technical inputs. The MTE recommends that a Technical Advisory Group (TAG) involving Nepali experts be established to provide necessary technical inputs to the programme. Under the guidance of the PEB, the CDRMP programme management should set up a formal or informal system to periodically draw upon the TAG.
* There should be just one TAG, with various sub-groups, dealing with different components. These sub-groups would include subject experts and be convened for discussing different components of the programme. The experts which are included for the purpose of land use planning and building codes would be included in the TAG sub-group for earthquake risk reduction, while experts on emergency preparedness should be part of the sub-group on disaster response. It is important that TAG does not become another bureaucratic layer in the implementation of the programme. It should primarily be a forum for providing technical direction and enhancing the programme impact.
* Capacity issues: The UNDP Country Office has serious capacity gaps to provide technical inputs and quality assurance to CDRMP. At the moment, there is only one programme officer serving this function. The MTE recommends that the CO brings on board additional capacity in the form of at least a disaster risk reduction advisor to support the programme. It is an urgent requirement, which must be addressed immediately. The CO should also utilize its regional and global resources as well as South-South exchange for accessing expertise.

1. **Programme Coherence**

* The CDRMP was intended to be ‘comprehensive’ yet strategic programme. However, in some ways, the programme seems to have spread itself too thin. The six components have largely focused on delivering a large number of activities, without fully exploiting the potential synergies between them. For example, the work on Emergency Preparedness and Response (ERP) and Early Recovery (ER) components needs to have strong Institutional and Legislative Systems (ILS) underpinnings. Similarly, there are obvious inter linkages between climate risk management, community-based disaster risk management and institutional and legislative systems. The coordination among the agencies dealing with these issues at the national level, and their convergence at the district level should be the direction in which the CDRMP should direct its efforts. The MTE recommends that the programme team conducts a detailed stocktaking of ongoing activities, identifies such horizontal linkages and includes these in the work plan for 2014-15. Where possible, this should entail geographic refocusing of activities so that the programme components converge and achieve most optimal impact.
* In the first half of the programme implementation, the CDRMP has placed greater emphasis on emergency preparedness aspects. In the second half, the programme should consolidate this work and at the same time place greater emphasis on risk reduction aspects of the programme. Under the guidance of the PEB, the programme should take stock of all the ongoing EPR activities and consider transferring some of the activities to other agencies which would be willing to take responsibility under Flagship 2. For example, Search and Rescue (SAR) training, while valuable is not in UNDP’s area of expertise, and it would be useful if any other agency or even the MOHA can take the responsibility for this activity. UNDP’s role in SAR should be in helping establish appropriate institutional arrangements for ensuring the effectiveness and sustainability of SAR capacities.
* Where emergency response facilities have been set up, UNDP should utilize the programme resources to make them more efficient and operational. How these response facilities can be supported institutionally and sustainably should be the objective of UNDP’s efforts. So instead of setting up more EOCs in the district headquarters, UNDP should emphasize their professional functioning. It could include training EOC staff, preparation of EOC manual, and its alignment with disaster management plans.
* In re-evaluating UNDP engagement in the numerous activities currently underway triple criteria of affordability, scalability, and sustainability should be applied. It is critical that emphasis on any one component should not lead to a skewed implementation. At the same time, UNDP should be able to present a system of disaster management system which is well within the Government of Nepal’s capacity to support and sustain. It should be careful about not setting up systems, for which there is no maintenance resources.

**3. Monitoring and Evaluation**

* At present, the M&E system is largely tracking activities and expenditures. It is difficult to get a clear sense of what progress is being made in terms of real world change. For example, valuable work is being done towards the implementation of building codes. However, it is hard to gauge whether (and to what extent) this is leading to greater levels of compliance in the building construction industry. The MTE recommends that the outcome indicators be reviewed to better capture results and where necessary investment be made in establishing baselines and calibrating realistic targets. Such an exercise at the mid-term of the programme will also be valuable in capturing lessons and ascertaining the validity of the ‘theory of change’ behind each programme component.
* An M & E expert needs to be invited to work with the CDRMP team to develop the outcome and output indicators. The M & E expert should also be supported in developing a reporting system which tracks the outcomes against the baselines. The BCPR can also provide support towards developing M & E system for the CDRMP.

**4. Coordination and collaboration**

* The CDRMP is UNDP’s major contribution to Flagship 5 of the Nepal Risk Reduction Consortium (NRRC). In addition, the programme contributes to Flagships 2 and 4 of the NRRC. While the coordination of Flagship 5 is clearly outside the scope of the project itself, it is important that the programme consciously takes into account the larger cause of the NRRC. The leadership of Flagship 5 presents a significant opportunity for the CDRMP. The CDRMP can get a lot of data and information, which can strengthen its strategy, improve its linkages and add value, both by way of technical assistance as well as monitoring support, to ensure that the Flagship 5 interventions are being fashioned as per UNDP mandate. So the programme should develop a stronger linkage with the Flagship 5, with a strategy of influencing other partners and stakeholders. It requires a fine balance between a leader and implementing agency, which UNDP must strive to achieve.
* The MTE recommends that the programme specifically discusses its contribution to the NRRC Flagships with their respective coordinators to reorient its activities such that the CDRMP plays a more strategic role and contribute meaningfully to the larger objective of the NRRC. A continuous and constructive interaction with the NRRC Secretariat as well other Flagships can improve its coordination with many stakeholders and strengthen its M & E arrangements. The NRRC review report and its recommendations regarding UNDP’s participation should play an important role in reorienting the CDRMP. Within the project, the NRRC review report needs to be discussed and its recommendations need to be addressed in a feasible way.
* Though not fully mentioned in the programme document, the MTE recommends that CDRMP provides much-needed support to the government to further enhance its capacities to strategically engage on globally important agenda such as HFA 2 and post 2015 MDGs, and provide necessary assistance for meaningful participation in the ISDR Global Platform discussions and follow-up action planning. Likewise, the MTE further suggests that CDRMP continues to provide support to manage NRRC Secretariat in line with the recent NRRC review recommendations.

**5. Gender and Social Inclusion (GESI)**

* A well-considered gender orientation needs to be introduced in the DRR institutions at the national and district levels. Gender, equity and social issues need to be included in DRR policies and government programmes. Gender considerations need to be integrated in all the capacity-building and knowledge management activities.
* In the development and early warning system and recovery preparedness efforts, gender issues need to be included. A deliberate effort needs to be made for capacity-building of women social workers, health personnel, and other officials in disaster management. These are the areas which need special attention.
* A few important gender-based indicators need to be developed for the purpose of monitoring and evaluation. The M & E Framework should also include collection, analysis and dissemination of gender disaggregated data.

**6. Knowledge Management**

* CDRMP should be selective about partnership for knowledge management. It should identify one or two well-recognized institutions, and seek to develop mutually rewarding collaboration for various knowledge management activities which include higher education in disaster management, publications and other training activities. Setting up a national resource center in disaster management in a national academic / research / training institution could be an important knowledge management strategy.

***Specific Recommendations for the six Programme Components***

**a. Institutional and legislative Systems (ILS)**

* Given the political transition currently underway in the country, it is uncertain if the enactment of the disaster risk reduction legislation and establishment of NDMA will take place in the near future. The MTE recommends that in the interim the programme supports the capacity development of the newly created division in the Ministry of Home Affairs. This could include supporting the three units under the division in articulating their functions and short term capacity support through resource persons/ project officers to assist the senior officers managing those units.
* Pending the approval of disaster legislation and setting up of the NDMA, there is a proposal to set up a division for disaster management in the NDMA. The project can come up with an outline and structure of the Division, and provide technical advice on related matters.
* During the course of the MTE, the evaluation team found that a number of agencies of the government are proposing district level mechanisms for a plethora of inter-related issues ranging from disaster reduction to disaster response to climate change adaptation. There is an identified need to bring about coherence in these mechanisms to make the most of existing capacities at the district level. MOHA (and MOFALD) has already constituted a task force in this regard. Flagship 4 is playing a key role in the process. As a leader in the area of ILS, the MTE recommends that CDRMP plays a key role in supporting the rationalization of district level mechanisms for disaster management through direct technical support as well as sharing of experiences from other UNDP programme countries that have addressed similar issues.
* Financial arrangements: The MTE recommends that the CDRMP builds on the study (on financial arrangements) supported by UNDP in 2009 and develops more concrete proposals for the consideration of the Government of Nepal to rationalize financial arrangements for disaster reduction and recovery in Nepal. (new) This is an area of advocacy, and the project should engage in presenting a strong rationale for financial services and mechanisms for disaster risk reduction.

**b. Strategic linkage with key development sectors**

* The MTE recommends that the CDRMP prioritizes mainstreaming disaster risk reduction in two sectors: physical planning and water sector. Progress has been made in both these sectors (e.g. work with Ministry of Urban Development in risk sensitive land use planning) and the remaining two years should be used for consolidating this delivering concrete risk reduction results. With the assistance of M & E expert, a few indicators should be developed to measure and monitor progress in the area of DRR mainstreaming.

**c. Climate risk management**

* Under this component, the MTE recommends that the work at the local level in the six watersheds be consolidated to inform national programmes and support replication in other parts of the country. Additionally, the support from Integrated Climate Risk Management Project should be used to develop scalable initiatives at the local level to demonstrate how integration of disaster risk reduction and climate risk management can be brought about in a practical manner. As several initiatives are likely to be developed in this area, the consolidation of activities, visibility of results, and measurability of impacts are the critical issues, while implementing the component. With the assistance of M & E expert, a set of indicators need to be developed with regard to this component.

**d. Community-based disaster risk management**

* The MTE concludes that UNDP’s comparative advantage is in supporting ‘system building’ as opposed to implementing disparate community level initiatives. The NRRC Flagship 4 has already developed and implemented ‘nine characteristics’ of a disaster resilient community as a contribution to standardization. UNDP should focus on sustainability of CBDRM through appropriate institutional arrangements including linkage with local governments. A strengthened partnership with the Flagship 4, with an institutional support for CBDRM activities should guide the implementation of this component.

**e. Emergency preparedness and response**

* The MTE recognizes the contribution of CDRMP in supporting the establishment of EOC in 26 districts, Search and Rescue training and development of National Disaster Response Framework. The MTE recommends that in the remaining two years of the programme CDRMP prioritizes consolidation of this work to ensure that the these activities lead to actual improvement in emergency response system and capacities. For example, the procurement of equipment of EOCs is only a first step in establishing emergency response coordination capacity at the national level. This needs to be followed up with sustained technical support to the district administration to ensure that each EOC has trained personnel, a tested communication plan, and a functioning coordination structure. In the remaining two years, while recognizing the need for expansion to the remaining districts, it is important that UNDP continues to provide this kind of ‘soft’ support to ensure that in times of disasters the EOCs will actually function.
* The above recommendation also implies that clear results targets are set up at the district and national level. All further training programmes should be geared towards meeting these specific targets.

**f. Early recovery**

* The CDRMP has already taken important initial steps to develop capacities for undertaking Post-Disaster Needs Assessments. In the remaining two years the programme should prioritize development of PDNA guidelines and its localization and develop a cadre of national experts who are trained in PDNA methodology.
* Pre-Disaster Recovery Planning: The MTE recommends that in the remaining two years the CDRMP should prioritize the finalization of a Pre-disaster Recovery plan including agreements on some of the key policy issues related to post-disaster recovery such as institutional arrangements for managing recovery, financial arrangements, assessment protocols, and role of local governments as well as line departments in managing recovery.

Recently UNDP Nepal has provided support for developing an early recovery strategy for Nepal which is currently being reviewed. The MTE recommends that CDRMP should give priority to finalization of this plan and train the relevant officials in the implementation of early recovery strategy through introducing various tools and interventions. It is also recommended that CDRMP should establish/strengthen the Early recovery network and train various clusters to include ER priorities in cluster planning in line with the ER Strategy.

**g. Risk Sensitive Land Use Planning and Building Code Implementation**

* The CDRMP needs to work closely with the municipal councils towards the development of risk sensitive land use plan and implementation of building codes. A lot of progress has been made in regarding to introducing the system for implementation of building codes through an automated building permit system. The work needs to be sustained and implemented with the right kind of technical capacities in municipalities. This is the area, which needs maximum attention rather than masons’ training and any other training programme which has a very limited impact if it is only limited to direct training (especially when there are several other actors doing this on a larger scale). The CDRMP should move beyond direct training to institutionalizing a system of training and certifying engineers and masons, improving the course of structural engineering in at least one engineering college, and developing some accountability among the private sector structural engineers and architects.

In conclusion, on the basis of the recommendations made above, a plan of action needs to be prepared by the CDRMP team, which should be discussed further with the M & E mission likely to take place soon. It would clearly chart the future direction of the CDRMP in terms of strategy, capacity, course corrections, and coordination arrangements. The plan of action should be shared with all the important stakeholders, including the Government of Nepal. All the future steps need to be consistent with the plan of action developed by the CDRMP team.

# Introduction and the Comprehensive Disaster Risk Management Programme

Nepal is one of the 20 most disaster-prone countries in the world and is exposed to multiple hazards, including earthquakes, floods, landslides, windstorms, hailstorms, fires, Glacial Lake Outburst Floods (GLOFs) and avalanches. While earthquakes are an infrequent hazard event, Nepal is considered to be a high seismic-risk country. In addition, Kathmandu is at the highest risk in terms of impact on people, of 21 cities around the world that lie in similar seismic hazard zones. Socio-economic vulnerability also plays a role in Nepal, where 23.82 % of the populations of 27 million fall below the poverty line[[17]](#footnote-17). Nepal ranks 144 in the Human Development Index. Finally, climate change and variability in weather patterns have aggravated disaster vulnerability in Nepal, with negative impacts on agriculture and human health[[18]](#footnote-18).

## The National Strategy for Disaster Risk Management in Nepal

With UNDP’s support, the Government of Nepal formulated and approved the National Strategy for Disaster Risk Management (NSDRM), which is fully aligned with the Hyogo Framework of Action (HFA) priorities and focuses on policy, legislation and institutional reform needed to effectively manage long-term disaster risks.

The National Strategy consists of two parts, namely, cross-sector strategies which are aligned with the five HFA priorities and eight sector strategies for DRM. Based on a review of the existing institutional and legal systems for DRM and national policies governing other development sectors, the National Strategy proposed a new institutional structure for DRM that would be more focused on enhancing DRR capabilities and preparedness in the country. It proposed to set up the National Disaster Management Authority (NDMA) at the national level and similar structures at regional and district levels. The NSDRM was approved by the Government of Nepal.

## UNDP’s Support for Disaster Risk Management in Nepal

The Disaster Risk Management (DRM) system in Nepal has traditionally been relief and response oriented, despite increased institutionalization of DRM at various levels through the Natural Calamity Act (1982).

UNDP has been recognized as a trusted and neutral partner of the government as well as other stakeholders, including donors and Civil Society Organizations (CSOs). In the area of disaster risk reduction and post-disaster recovery, the Bureau for Crisis Prevention & Recovery (BCPR) has provided a wide range of emergency funding as well as seed funding support to respond to the sudden-onset disasters as well as to strengthen DRR capacity at the national and local levels. In 2005, BCPR supported Community-Based Disaster Management Project as well as the Adoption of the Hyogo Framework. In 2007, it provided emergency grants for floods and landslide response. In 2008, BCPR supported the GLOF risk reduction project, and provided emergency funds for the Koshi floods, followed by assistance for early recovery in 2009.

## The Comprehensive Disaster Risk Management Programme

Within this context, the Comprehensive Disaster Risk Management Programme (CDRMP) aimed to support the Government of Nepal to strengthen the institutional and legislative aspects of Disaster Risk Management (DRM) in Nepal by building the capacity of the Ministry of Home Affairs, other line ministries and local governments. The programme was formulated to support implementation of the Government of Nepal’s National Strategy for Disaster Risk Management (2009). The programme is part of the Strategic Partnership Framework signed between the Bureau for Crisis Prevention and Recovery (BCPR) and UNDP and is in line with the Nepal Risk Reduction Consortium (NNRC) work plan. UNDP is the coordinating agency in Nepal for the NRRC Flagship Area Five: Policy and Institutional Support for Disaster Risk Management, and is a major contributor to the Government’s agreed work plan and targets for the NRRC.

While based on the National DRM Strategy, CDRMP also aims to be fully aligned with the UNDP CPAP (2010-2012) Outcome 4.2: Risks of natural hazards to rural and urban livelihoods and infrastructure reduced.

The Ministry of Home Affairs is the programme’s main Government counterpart; and other partnerships have been developed with a wide range of other Government and non-Government actors, including the Ministry of Federal Affairs and Local Development, Ministry of Physical Infrastructure and Transportation, the Ministry of Urban Development, several sectorial ministries, the National Planning Commission and municipal actors.

The key result areas for the programme are[[19]](#footnote-19):

**Institutional and Legislative Systems for DRM:** The strengthening of institutional and Legislative ILS requires preparation and formalization of policy frameworks, the creation of national structures for DRM, the preparation of national plans and other planning instruments, the review and revision of existing legal and regulatory frameworks or the development of new legislation and the creation of national capacity building, resources and management support programmes and partnerships.

**Strategic Linkages with the other Sectors:** Vulnerability to disasters and frequent disasters are delaying the achievement of the Millennium Development Goals (MDGs), especially at the district/local level. It is crucial to integrate disaster risk reduction concerns in the workings of key development sectors that are exposed to natural disasters, in line with the NSDRM.

**Climate Risk Management:** Nepal has recently finalized its National Adaptation Programme of Action (NAPA), which has identified urgent and immediate adaptation needs and priority actions in 6 sectors: Agriculture and Food Security; Forests and Biodiversity; Water and Energy; Urban Settlements and Infrastructure; Public Health; and Climate-induced Disasters. This programme area addresses the risk of climate related disasters.

CDRM’s aim is to enhance the reach of existing initiatives to the local level as well as strengthening of early warning system to the VDC level structures.

**Community-based Disaster Risk Management:** This component focuses on activities and support at community level. **(**Flagship 4 of the Nepal Risk Reduction Consortium, with the lead of IFRC, also focuses on Community-based Disaster Risk Management).

**Emergency Preparedness and Response:** Emergency preparedness and response is a flagship area led by Office for the Coordination of Humanitarian Affairs (OCHA). The CDRMP collaborates closely with OCHA in this area of work. This component includes as priority outcomes strengthening disaster information and response management, capacity building of first responders, building a network of emergency warehouses and mobilization centres across the country, and strengthening legal mechanisms for the facilitation and regulation of international assistance. UNDP works closely with OCHA, supporting the Flagship through a number of activities, including support in setting up the National Emergency Operations Centers (EOCs).

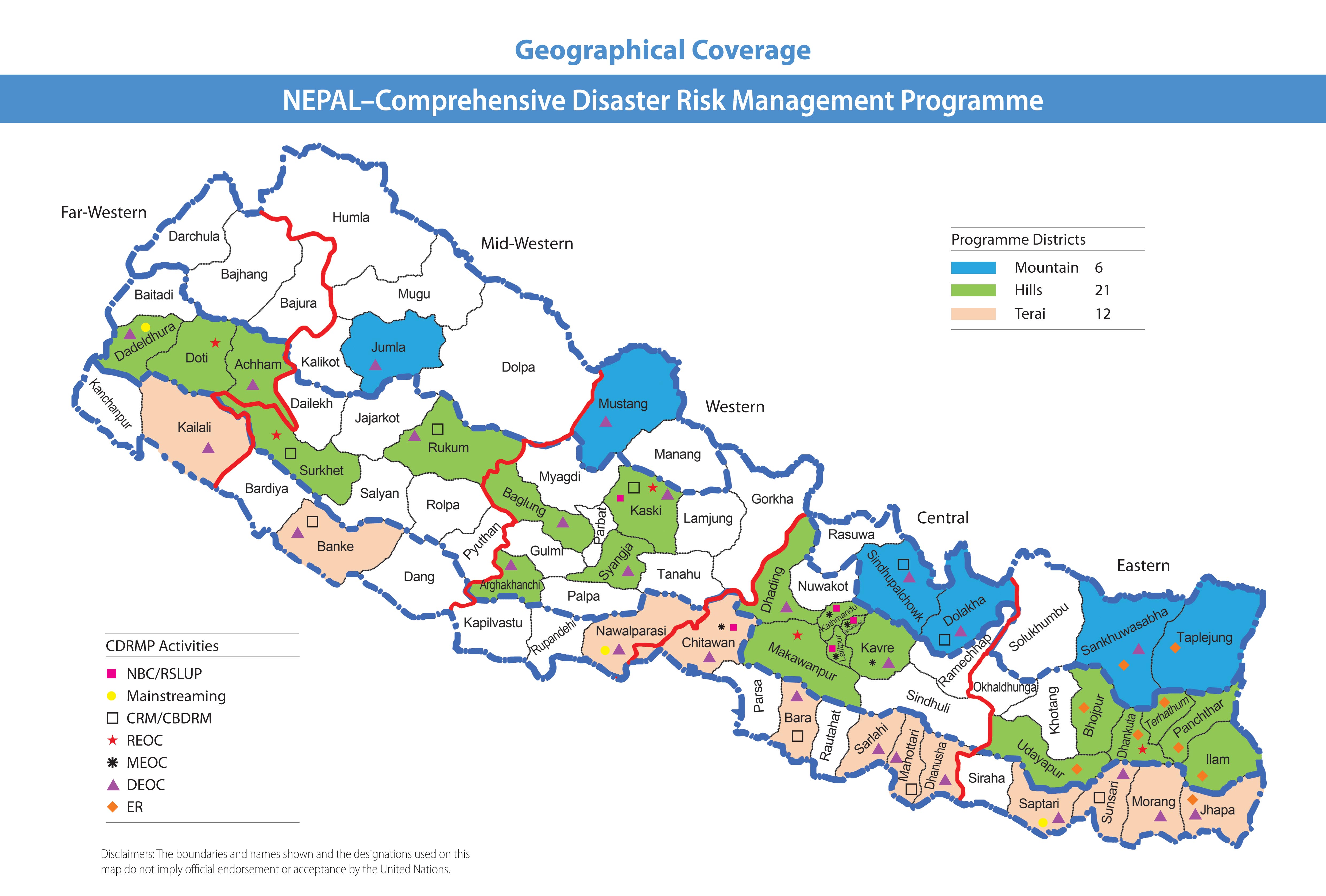
**Early Recovery Preparedness:** As the global cluster lead for early recovery, UNDP has played a key role in Nepal advocating and supporting early recovery, particularly after the Earthquake of 2011 in Eastern Districts of Nepal, particularly in Taplejung and Ilam, which provided several lessons for improving the practice of early recovery.

The total budget (agreed amount) of CDRMP is USD 15,825,228, out of which USD 13,681,720 (86.46 %) is funded as of July end, 2013. The funding agency-wise budget is given in Table 1.1.

**Table 1.1: Funding Sources (in USD)**

|  |  |  |  |
| --- | --- | --- | --- |
| **Funding agencies** | **Agreed budget** | **Funded (as of July 31 2013)** | **To be funded** |
| 1.UNDP TRAC | 2,851,768 | 2,538,927 | 312,841 |
| 2. UNDP/BCPR | 2,901,600 | 2,476,975 | 424,625 |
| 3. DFID | 8,433,362 | 7,275,913 | 1,157,449 |
| 4. ECHO | 979,345 | 979,345 | - |
| 5. UNISDR | 29,853 | 29,853 | - |
| 6. World Bank | 629,300 | 380,707 | 248593 |
| Total | 15,825,228 | 13,681,720 | 2,143,508 |

Source: CDRMP

The following map presents the geographical coverage of the CDRMP[[20]](#footnote-20).

CDRMP component-wise geographical focus and major partners are given in Annex 1.

## Cross Cutting Issues

**Capacity Building**

The CDRMP adopted capacity building as a conceptual approach to design, implement, monitor and evaluate the DRR programme focusing on understanding the constraints, issues, and problems facing communities and various organizations. The CDRMP adopted an in-built approach of strengthening the skills, competencies and abilities of individuals and communities in each programme component to minimize vulnerability and inequity.

**Knowledge Management**

The programme developed new communication strategies, including (a) to raise awareness and understanding of disaster risk and crisis management among beneficiaries, (b) to ensure the active participation and commitment of beneficiaries in disaster risk management and crisis management initiatives, and (c) to strengthen linkages, improve coordination among different stakeholders and enhance the capacity of promotional agencies. Based on these new communication strategies the programme designed a new national DRM portal.

**Gender and Social Inclusion**

UNDP/CDRMP actively promoted inclusion of gender in its disaster risk reduction programmes. Its gender equity strategyshows that special attention needs to be given to the support of women’s crisis prevention institutions, groups and networks. Through strengthened partnership with these institutions and agencies, CDRMP/Gender and Social Inclusion (GESI) focused on the unique needs of women and girls, mainstreaming gender and equity issues into disaster reduction and recovery policies, plans and programmes.

## DRM Coordination and The Nepal Risk Reduction Consortium

The Nepal Risk Reduction Consortium (NRRC) was conceived in 2009 by the GoN and the international community with a common set of priorities from the Draft National Strategy for Disaster Risk Management (NSDRM), as well as a mechanism for working together. The common set of priorities became the five Flagship programmes, and 5 Ministries and 5 Agencies accepted the responsibility to coordinate/lead each of the Flagships:

* Flagship 1: School Safety: Led by the Ministry of Education and the Asia Development Bank (ADB), it focuses on ensuring the structural resiliency and operational capacity of schools to protect children and the wider community from the impact of disasters.
* Flagship 2: Emergency Preparedness and Response Capacity: Led by MoHA and OCHA; it aims to enhance the GoN’s response capacities at the national. Regional and district levels.
* Flagship 3: Flood Risk Management in the Kosi River Basin: Led bythe World Bank/GFDRR; it aims to reduce the vulnerability of communities to floods from the Kosi river and to contributing to regional flood risk reduction and providing a model for flood risk mitigation in other river systems in the country.
* Flagship 4: Integrated Community-Based Disaster Risk reduction/Management (CBDRR/M) led by the Ministry of Federal Affairs and Local Development and the International Federation of the Red Cross (IFRC),it recognizes the value of empowered communities as a key driver to reduce vulnerabilities to natural disasters. It is a coordination and advocacy mechanism for community based disaster risk reduction (CBDRR)[[21]](#footnote-21).
* Flagship 5 (please see below).

## Flagship 5: Policy/Institutional Support for DRM

The NRRC Flagship 5, led by the Minsitry of Home Affairs (MoHA) and UNDP, aims to reduce vulnerability and sustain development in Nepal by ensuring that DRM is mainstreamed into plans, policies and programmes at the national, district and local levels, including minimizing new risks.

UNDP has identified key areas under Flagship 5 Institutional and Legislative Systems; and it works closely with relevant ministries and strengthens local government institutions for disaster risk reduction. UNDP supports the government of Nepal through capacity building, technical assistance, and knowledge management. In addition, UNDP coordinates with other partners: MoHA, MoFALD, MoPPW, MoUD, NPC, DPNet, NRCS, IFRC, OCHA, UNICEF, Oxfam, Handicap, among others. The key target is to support the implementation of the National Strategy; strengthen the application of building codes and support risk sensitive land use planning; strengthen national institutions for DRM, orient financial mechanisms toward DRR/DRM, and support the mainstreaming of DRM into development planning processes at all levels.

# Objectives and Methodology of the Mid-Term Evaluation

As per the ToR, the Evaluation Team (referred to as the MTE team henceforth) assessed to what extent the Comprehensive Disaster Risk Management Programme (CDRMP) was on track towards reaching its key results and achieving the programme outcomes. The MTE team considered if the CDRMP was on track in terms of physical and financial progress, which were the areas where the programme has done well, and the areas in which greater efforts are required. The MTE team also considered how strategic the programme activities were, how did they complement a few other initiatives under the NRRC, how the programme had been perceived by stakeholders to date, and what were the improvements needed.

The MTE team was mindful of the evolving socio-political-economic situation in the country and of UNDP’s value added and comparative advantage. The MTE team also worked in an inclusive manner, with the full participation of all stakeholders. The MTE team was also aware of the fact that a new UNDAF and UNDP Country Programme Action Plans (2013-2018) were recently signed with the Government of Nepal –thus creating an opportunity for reflection.

The evaluation results are meant to provide a basis for decision-making on actions to be taken for the remaining period of the programme. Although reviewing the first biennium of the CDRMP, the MTE team also focused on the way forward: 1) What adjustments, if any, should be made in the remaining two years of the programme (2014—15), and 2) What should be the modality of the follow-up Programme under the current CPAP (2013-2017), if UNDP were to develop a Phase Two of this programme. In addition, the evaluation assessed the value added of UNDP/CDRMP.

The MTE team identified existing practices and lessons that could effectively contribute to achieving planned outcomes; and provided analysis on challenges in delivering targeted results and recommended both broad strategy and specific output revisions that could further focus and improve effectiveness of the CDRMP. The MTE team was mindful of UNDP corporate commitments in gender equity and social inclusion in its programming while conducting interviews, focus group discussions and field visits.

## Evaluation Methodology

The mid-term evaluation was based on both primary and secondary sources of information. In order to collect data and information needed to address the stated objectives of the evaluation, data collection tools were developed in the form of an interview schedule, key informant interview guidelines, and group discussion guidelines/checklists covering all objectives, expected results, and DAC evaluation criteria.

The evaluation followed a qualitative evaluation design. Data was mainly collected through a combination of field visits, direct observation, desk-based review, case studies, and a series of interviews and discussions with stakeholders, including government ministries and departments, municipalities, academic institutions, national and regional training institutes, UN agencies, donors, NGOs and partners. Thus the qualitative data collected from one source and/or method was triangulated with other perspectives/sources and/or methods.

In order to ensure consistency and a common approach to qualitative data collection and analysis, several relevant and customized tools were employed including anevaluation matrix, and a list of key stakeholders and partners consulted and interviewed at both the central and field levels. Given the time constraints, the MTE team developed a flexible strategy to visit and collect data from 3 districts. In addition, in order to maximize the coverage, the MTE team occasionally split up for field trips and interviews/meetings.

The MTE team followed the common approach for data analysis and tried to distill findings on the achievements of programme outcomes/results in terms of their relevance, effectiveness, efficiency, impact and sustainability, according to UNEG and DAC standards.

CDRMP achievements were assessed based on an adaptation of the 'Quick Scan' method. Attention was specifically focused on the inputs, outputs, effects (results) and impact that can be assessed within a short period of time. In addition, in assessing the effectiveness of the CDRMP, the MTE team adopted a Results-Based Management approach[[22]](#footnote-22) together with the modified version of the 'Most-Significant-Change' technique, to explore the perceptions of stakeholders and to assess impacts.

## Key Evaluation Questions

The MTE team conducted an extensive review of all key documents related to this evaluation, in order to capture the scope and sources of data/information required. Some of the results of the desk review were adopted as inputs in developing the log frame (key indicators) and DAC evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability), as well as the evaluation tools/discussion guidelines/checklist (as per Inception Report). For a detailed list of questions, please refer to the Evaluation Matrix in Annex2.

The MTE Team also reviewed two recent reviews. UNDP/BCPR conducted a mission to review the CDRMP in 2012, led by a Senior Adviser in NY and the Regional DR Advisor (August 7—11, 2012) to take stock of progress, suggest techical areas where BCPR could provide support, assess resources and work with the implementation team to come up with a framework for results.

The MTE Team reviewed and acknowledged the findings of the BCPR mission as well of the recent NRRC Review (August 2013)—discussion of some of the points from both reviews can be found in the report.

## Field Missions

The MTE team conducted three missions from 19 to 30 August 2013 covering threedistricts outside the Kathmandu Valley: Dolakha, Chitwan, and Dadeldhura.To enhance coverage, given the tight schedule, the MTE team split into two teams. The MTE covered all three ecological regions, and it included a kind of rapid assessment of DRM activities at all levels:national, district and local/community. At the District level, the MTE team consulted variousstakeholders at all levels, including officials at DistrictEmergency Operation Centres, government sectoral agencies, partnerorganizations, security forces, municipality authorities, donors,UNDP/CDRMP's staff, local community groups, NGOs, and held focus group discussions with several communities and beneficiaries in each district.For a detailed list of respondents, please refer to list of people consultedin different locationsin Annex 3. Some pictures related to the MTE are in Annex 4.

## Limitations

Although the field visits were conducted in the late rainy season, some minor difficulties arose in the Terai and mountain districts for inter-district commuting. One mission to Ilam had to be cancelled to allow time to hold critical meetings with GoN.

The end of contract of the (former) Programme Manager (PM) a few days into the evaluation work was problematic. The MTE Team Leader met with him on the first day of her mission in Nepal, but the meeting did not prove very informative as the former PM did not provide much useful information noranalysis. The MTE Team was however aware of the performance problems of the former PM, as well as the poor relations between him and the DRM Manager (in terms of management structure and clash of two roles, with the PM reporting to the DRM, but staff reporting to PM; although a standard structure, this caused problems as PM and DRM had different views and approaches, and some partners were confused about whom to consult regarding the CDRMP). As also the BCPR Mission in 2012 pointed out, there were also some structural problems: with the Head of the DRM unit having quality assurance functions (firewall issue).

A UNDP internal reorganization caused some temporary confusion in the middle of the evaluation research, but was clarified by management. The CDRMP was merged in August 2013 (in the second week of the evaluation mission) with the Environment, Energy, Climate Change and Disaster Risk Management Unit, to form the Environment, Energy, Climate and Disaster Risk Management Unit.

A weak M&E function also made data collection difficult. The office responsible for M&E at UNDP CO has a recently appointed head of unit with no DRM capacity and the CDRMP does not have a senior M&E expert on the team.

Poor relations between CDRMP and the GoN, and especially tense relations between CDRMP and MoHA further complicated the situation.

# Major Findings

Based on field visits, focus groups discussions, meetings with the GoN and other key stakeholders, as well as the desk review, the MTE team found that the CDRMP has shown a few good results overall in the first biennium - especially considering that until recently DRM in Nepal was mainly focused on response. The Team found that the CDRMP is a good programme, with well-defined components contributing to DRR. It has committed, hard-working and qualified implementation staff. The overall strategy of the CDRMP is however weak, with a very fractured programme focusing on 6 separate components.

There has been some progress on linkages with other sectors and the MTE Team observed good progress in several of the sub-components of all 6 Components (as discussed in this chapter). The CDRMP staff, however, appeared over-stretched managing too many activities in several districts, in addition to work at national level.

Based on the research, the MTE team found that currently the activities are spread too thinly, across too many districts, with little chance of synergy among them.

In this chapter the MTE team reviewed activities and results by component; including tracking results by component (please refer to the Tables by component below).

It is premature to assess the overall results and impact beyond the analysis below, as the programme is only in its second year and has had only initial results to date. However, in the case, of components supporting the mainstreaming of DRM, institutional capacity building through trainings, Earthquake work focused on a few municipalities within the Kathmandu valley, some positive results have been noted by the Evaluation Team.

The BCPR Mission also noted that the entire programme management framework, with well-defined components, had potential and represented “an excellent opportunity for developing long-term capacity in DRR”[[23]](#footnote-23) - but the CDRMP has not yet lived up to the overall potential. The MTE Team came to the same conclusion of the BCPR Mission, namely that the CDRMP is too fragmented, and that it would provide better overall results to promote a wide-range of DRM measures in the same few locations. The MTE team thinks that having 6 components in so many different locations nationally dilutes any results, and causes challenges in logistics and oversight. The MTE team feels that a more selective approach would bring better synergy among components and activities and better results.

## Relevance

The relevance of the CDRMP was assessed against two main dimensions: relevance of goals and objectives and relevance of approaches.

**Relevance of CDRMP goals and objectives**: The Government of Nepal, with UNDP’s support, formulated and adopted a National Strategy for Disaster Risk Management (NSDRM) in 2009, which is fully aligned with the Hyogo Framework of Action (HFA) priorities. In this context, the goals and objectives of the CDRMP were focused on reducing disaster losses, both human and physical, and on assisting communities’ capacity in coping and recovering from disasters. This is in line with the CPAP Output 4.2.1[[24]](#footnote-24)**,** CPAP Outcome 4[[25]](#footnote-25), UNDAF Outcome[[26]](#footnote-26), the National Priority[[27]](#footnote-27), and the Strategic Partnership Framework (SPF) of UNDP in Nepal.

The programme also aimed to contribute towards the vision of a capable and resourceful national DRM system which could provide effective response to disasters, support risk reduction measures across different sectors, and implement socially equitable recovery policies, based on UNDP’s core competencies and strengths, its previous work experience in the area of DRR, and its partnership with the government and civil society organizations.

The programme components, sub-components, indicators, outputs/outcomes formulated during the programme design phase were realistic and largely “fit with the principle of cascading”[[28]](#footnote-28) as it guided and facilitated the implementation of the programme, achieving results (as presented in section 3.2).

Some flexibility within CDRMP was observed during programme implementation. For example, under Component 5, there was a plan to support nine capacity building events on collapsed search and rescue. However, it was realized later that it would have been better if CDRMP had supported additional general search and rescue capacity building events. Therefore CDRMP included supportto other general search and rescue capacity building events such as fire fighting, deep water diving, as well as for landslides and floods.

**Relevance of CDRMP’s approaches:**The CDRMP has adopted a multi-pronged approach to work with major stakeholders involved in the DRR sector. It was designed based on the Strategic Partnership Framework (SPF) of UNDP, and focused on the rights-based approach, national ownership, coordination and collaboration. With regard to national ownership, CDRMP was designed to accommodate a wide range of stakeholders from ministries at the central level, DDRC/DDCs at the district level, and VDCs at the local level; however, the MTE team is aware that the GoN feels that the CDRMP has not been very effective in policy advocacy sofar.

Communities and the most vulnerable groups have been encouraged in planning, implementing as well as monitoring and evaluating various components of the programme, increasing a sense of empowerment. Capacity development through coordination and collaboration, particularly with national institutions such as the Nepal Administrative Staff College (NASC), the Local Development Training Academy (LDTA), the National Academy of Science and Technology (NAST), and Central Department of Environmental Sciences (CDES) – Tribhuvan University (TU), also focused on all levels: local, district/regional and national. As a part of the programme implementation, UNDP focused to promote DRR in other sectors through establishing linkages with other ministries / agencies and NGOs.

The CDRMP has been facilitating the promotion of some strategic linkages among relevant sectoral ministries and other private sector partners for fostering policy advocacy, policy formulation and policy reforms in DRR. For example, CDRMP facilitated the draft of the new DM Act and also has been supporting the development of DDMP/LDRMP guidelines.Overall, however, more focus needs to be on policy development and policy advocacy. The Team is aware of the criticism of the GoN on weak policy advocacy by the CDRMP, as also pointed out in the NRRC review--the MTE Team concurs.

## Results Assessment (by Component)

The MTE team tracked original and revised budget (2011- June 2013), and current expenditure status (January 2011- 31 July 2013) against revised budget as follows:

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Component | Original budget (2011- June 2013) | Revised Budget | Component-wise share % | Expenditure | | | Total expenditure (Jan 2011- 31 July 2013) | Total % of expenditure |
| 2011 (Jan) | 2012 | 2013 (Jan-June) |
| 1. Institutional and Legislative Systems for DRM | 2,937,432 | 1,641,702 | 13.6 | 434,970 | 753,960 | 133,004 | 1,321,934 | 81% |
| 2. Strategic Linkages with other Sectors | 361,621 | 978,520 | 8.1 | 40,616 | 538,749 | 118,388 | 697,753 | 71% |
| 3. Climate Risk Management | 1,062,183 | 818,464 | 6.8 | 171,319 | 325,842 | 122,161 | 619,322 | 76% |
| 4. Community-based Disaster Risk Management | 1,333,833 | 283,681 | 2.4 | 87,277 | 156,409 | 32,994 | 276,680 | 98% |
| 5. Emergency Preparedness and Response | 1,705,277 | 4,214,445 | 35.0 | 1,392,085 | 2,096,422 | 691,674 | 4,180,181 | 99% |
| 6. Early Recovery Preparedness | 199,000 | 2,256,206 | 18.8 | 772 | 1,435,026 | 340,073 | 1,775,871 | 79% |
| 7. Knowledge Networking | 334,700 | 372,732 | 3.1 | 103,644 | 214,826 | 47,412 | 365,882 | 98% |
| 8. Programme Mgmt. & M&E | 1,065,929 | 1,466,823 | 12.2 | 530,537 | 874,849 | 410,734 | 1,816,120 | 124% |
| Total | 8,999,975 | 12,032,573 | 100.0 | 2,761,221 | 6,396,083 | 1,896,439 | 11,053,743 | 92% |

*Source: CDRMP*

Looking from a cursory view, allocation of budget largely varies by component. Financial data shows that of the total allocated budget for the CDRMP, 35% of the budget is covered by Component 5: Emergency Preparedness and Response. Component 4: Community-based DRM covers slightly more than 2%, and Knowledge Management around 3%. With regard to expenditures, the MTE noted that of total allocated budget, a total expenditure of 92% seems to be satisfactory. However, a remaining plan for programme-wise budget could not be accessed by the MTE team because CDRMP was in the middle of the programming-budgeting exercise. Again, as M&E has been weak in the CDRMP, it is difficult to assess overall progress, and how activities in the 6 components are contributing to the overall progress and outputs.

The following sections briefly assessed the current status of, and present major findings in, the following components:

### Component 1: Institutional and Legislative Systems for DRM

Component 1 consists of 6 sub-components which include (i) strengthening national and local governments and institutions for DRR, (ii) support DRR legislation and policy formulation, (iii) orienting financial mechanisms towards risk reduction and risk management, (iv) training and capacity-building with the establishment of a national training institution, (v) building codes and development of control regulations, and (vi) development of control regulations and land use planning measures. Table 3.1 below summarizes the progress/achievement results by sub-components under component 1.

**Table 3.1: Progress Results – Component 1**

|  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Sub-components** | **Target** | | | **Achievements (as of July 2013)** | | **Progress (%)** | | **Means of verification** | | **Justification of progress** | **Remarks** | |
| Strengthening National and Local Governments and Institutions for DRR | National and local nodal institutions established and strengthened | | | DRM sections established and strengthened in key ministries) (MoHA, MoFALD, MoUD) and NPC. Focal point system in national government established and strengthened | | 50% | | CDRMP progress report, Declaration from Focal Point workshop/training | | Strengthening the Focal point system is an on-going process. As of now, institutional base established, responsibilities defined and strengthening process initiated | Capacity enhancement activities are on track,  NDMA (proposed under new legislation) could not be established because of the dissolution of parliament | |
| Support DRR Legislation and Policy Formulation | Government updates legislation and implements disaster risk management strategy | | | DRM Bill finalized for parliament's approval. NSDRM implementation ongoing. Developed guidelines for DDMP and LDRMP | | 70% | | Draft DM Act | CDRMP diversified the support as the approval of the DM Act depends on national political situation. Further support made on DDMP/LDRMP guidelines | | Legislation could not be passed because of the dissolution of parliament | |
| Orienting financial mechanisms towards risk reduction and risk management | Develop and promote alternative financial instruments for addressing disaster risk reduction | | Discussion initiated with stakeholders. Under priority for 2014 activities under NPC leadership. Advocacy initiated to NRB and financial institutions for financial instruments on DRM. NRB has started initiative in guiding financial institutions | | | | 20% | Concept note and discussion paper | | Programme could not allocate resources in  AWP 2011 and 2012 due to funding constraint | Government priority focused on mainstreaming DRM into national plan. | |
| Training and Capacity-building with the Establishment of a National Training Institution | At least two National Training institutions conduct regular trainings for government officials and community members on DRM | | | | Curriculum developed in two institutions (NASC & LDTA), regular trainings initiated in one training institution (LDTA) | 50% | | Partnership paper, Curriculum, training reports | | LDTA has already developed and tested curriculum and NASC is developing curriculum.  Necessary foundations for integration completed | on track | |
| Building Codes and Development of Control Regulations | 5 municipalities in KV enforce building codes | | 3 municipalities have enforced building codes in KV. NBC and bye –laws included in KMC and LSMC through automation process. Seismic Retrofitting guidelines developed. National strategy for BC implementation developed[[29]](#footnote-29). | | | | 60% | CDRMP progress report, municipalities record | | Programme initiated new tool for NBC enforcement through automation of BPS in KMC and LSMC. Bhaktapur initiated through NBC strategy (supported by CDRMP) | | on-track |
| Development Control Regulations and Land Use Planning Measures | KV RSLUP Developed and bylaws revised | KMC RSLUP developed and endorsed, KV Framework for RSLUP developed. A study on KV urban growth trend conducted which will guide the KV RSLUP formulation. Multi hazard risk assessment of KV drafted and projection of future land use conducted. Training on RSLUP and Urban Growth Trend conducted. Evaluation of existing bye – laws being conducted and Revision of KV bye laws is underway. | | | | | 70% | RSLUP framework, CDRMP progress report, training curricula | | Programme started to develop comprehensive database for developing KV RSLUP. Data collection/analysis completed | on-track  (bylaws) | |

*Source: CDRMP*

CDRMP, in collaboration with partners --including NRRC, donors, other Flagships-- facilitated the establishment of DRM sections with focal points in key ministries, namely MoHA, MoFALD, MoUD and National Planning Commission. CDRMP identified some institutional changes to be brought at different ministries to strengthen DRM. In this context, the CDRMP supported the development of guidelines and policy documents for mainstreaming DRM in GoN’s plans and programmes. As a result, district level line agencies such as DDCs, District Soil Conservation Office, and municipalities have started to allocate budget for DRM mainstreaming.

In order to review and reform policies, CDRMP supported the update of the draft of the Disaster Management Act; however, it is still uncertain when and in which form the Act will be endorsed and enacted. The CDRMP also sensitized Constitutional Assembly members about earthquake preparedness through simulations. Currently, however, the Constitutional Assembly has been dissolved, meaning that the parliamentary approval of the Disaster Management Act is also on hold. But CDRMP has been supporting the development of DDMP/LDRMP guidelines.

For orienting financial mechanisms towards risk reduction and risk management, CDRMP had plans to mobilize Nepal Rastra Bank (the Central bank of Nepal) for guiding financial institutions, but this activity has not progressed.

With regard to capacity building through strengthening government line agencies and other relevant organizations, the CDRMP developed the skills of key personnel of focal ministries. To ensure local government officials were adequately trained on DRM/ CRM and integrated these issues in development plans, CDRMP developed the DRM curriculum in close coordination with two national training institutions, the Nepal Administrative Staff College (NASC) and Local Development Training Academy (LDTA). The CDRMP also collaborated with the National Academy of Science and Technology (NAST)and Tribhuvan University. CDRMP collaborated with these organizations because of the services provided at local, regional and national levels.

One of the key sub-components under the institutional and legislative system component dealt with improving building codes. CDRMP supported three municipalities (out of the planned five)in Kathmandu valley to review and redesign the existing National Building Codes (NBC), focusing on NBC 105 and Bylaws. This sub-component is likely to cover five municipalities for the implementation of NBC by the end of project period. In the process, new seismic retrofitting guidelines and National Strategy for Building Code were developed; the CDRMP supported training for professional engineers and masons; and NBC and by–laws for municipalities and public-private partnerships in Kathmandu valley were developed. Other tools included a video toolkit on earthquake safe construction practices, and course curricula for seismic vulnerability, damage and retrofitting design were developed to increase the capacity of the municipal authorities. Although, these endeavors have realized some technical and efficiency gains, there is still a long way to go and a need of commitment to properly enforce the building codes by the concerned agencies.

One of the key issues associated with building codes relates to the Risk Sensitive Land Use Plan (RSLUP); CDRMP has contributed to updating and revalidating the already prepared RSLUP and its endorsement. As part of this effort, an urban growth trend study was carried out and a framework for the Kathmandu valley RSLUP finalized; and a multi hazard risk assessment of KV and projection of future land use was conducted. Given the high exposure to natural hazards and the fast rate of urbanization (5% annual) in Nepal, institutional capacities for enforcing building codes and risk-sensitive land use planning are critical. The programme is currently developing partnerships with key national agencies to fully implement the RSLUP framework.

The MTE Team believes that the CDRMP needs to go beyond conducting training programmes and focus on brining about institutional changes at the ministry level instead. We agree with the BCPR Mission in 2012 that CDRMP could lead a discussion about institutional strengthening of DRR at the national and district levels –through a workshop with GoN and key partners. CDRMP could lead the discussion on strengthening the process of institutional development. CDRMP needs to also focus more on institutional development at the district level, including improving the practice of DRR. The MTE Team realizes there is uncertainty around the possible set-up of a National Disaster Management Authority (NDMA), but we concur with the BCPR mission that in the meantime CDRMP could help set up an interim arrangement and support a national institution dedicated to DRR.

UNDP in its role as Coordinator for Flagship 5 has a responsibility in this area, including bringing concrete proposals on to best develop ILS for DRR—at national as well as district levels. As the BCPR mission noted, capacity-building and mainstream idea alone are insufficient, and UNDP needs to demonstrate its commitment to developing ILS for DRR.

### Component 2: Strategic Linkages with other Sectors

Under component 2, there are three sub-components, namely (i) support the National Planning Commission (Policy review and planning), (ii) support key sectors (water, environment, forestry and soil conservation, education), and (iii) support the System of Focal Points. Table 3.2 presents the progress results achieved so far under component 2.

**Table 3.2: Progress Results – Component 2**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Sub-components** | **Target** | **Achievements (as of July 2013)** | **Progress (%)** | **Means of verification** | **Justification of progress** | **Remarks** |
| Support the National Planning Commission (Policy review and planning) | D/CRM is integrated into all development programmes at national, district and local levels | National Plan and M&E framework has integrated D/CRM.  9 districts initiated the integration of D/CRM into their planning, implementation, monitoring and evaluation of development programmes | 40% | Three-Year Interim Plan,  National M&E guideline | Framework for mainstreaming developed; M&E framework will also measure the integration. Programme is also providing support for new Plan (2013-2016) | ongoing, on-track to be achieved by 2015 |
| Supports Key Sectors (Water, Environment, Forestry and Soil Conservation, Education) | Mainstream D/CRM into four key sectoral plans | Four sectoral Mainstreaming frameworks developed and key officials trained. Implementation initiated by sectoral ministries. | 50% | Mainstreaming frameworks, training reports, manual | The development of framework backstopped by capacity building activities. Priority actions are also identified by the ministries. | on-track |
| Support the System of Focal Points | Strengthen the national DRM focal points | Harmonized ToR for DRM and CCA developed, capacity of 26 focal points enhanced | 50% | ToR, training reports | Capacity strengthening is ongoing. Institutional basis established and strengthening process initiated | on-track |

*Source: CDRMP*

Results in the above table show that UNDP has been strengthening partnerships with the government, NGOs, international agencies, and academic institutions to expand the institutional knowledge network of DRM in Nepal. Under this component, the CDRMP supported the National Planning Commission to review the previous three-year interim plan (2010-2012) from the DRM perspective, and address DRM / CRM issues in the Approach Paper of National Development Plan (2013-2016), ensuring that appropriate resources and budgets are allocated in different ministries. CDRMP quarterly reports revealed that 9 districts already initiated the integration of DRM and CRM into their planning, implementation, monitoring and evaluation framework.

Mainstreaming frameworks for four sectoral ministries (water, environment, forest and soil conservation, and education) were developed following the training of key officials of sectoral ministries. Standard Operating Procedures (SOPs), Information Management System (IMS) and a Public-Private-Partnership approach paper for DRM were developed, supporting key sectors. Although sectoral ministries have developed DRM mainstreaming framework, they need to ensure to include those frameworks in their plans and programmes; the challenge will be to actually and fully implement mainstreaming.

Twenty-six National Focal Points were nominated in key Government ministries and departments. A ToR for strengthening these focal points was developed and their capacities are being strengthened. CDRMP has a plan to capacitate, develop systems and procedures, and help focal points effectively mainstream DRR issues in the sectoral plan and programme. Data revealed that the programme helped these focal points in identifying opportunities and possible collaboration across sectors. Technical backstopping and logistic support was provided to enhance the capacity of all focal points to address DRM and CRM issues in their respective plans (ministries and departments). However, during the MTE, several challenges were raised, such as frequent transfer of focal persons and inadequate documentation of data and information Regular technical backstopping support(human resource development, systems development and restructuring), and sustaining mainstreaming of DRM and CRM were also mentioned as additional gaps.

### Component 3: Climate Risk Management

This component covers four sub-components, namely, (i) undertake an integrated climate risk assessment, (ii) a special focus on women, (iii) strengthened local-level early warning systems, and (iv) GLOF Risk Reduction. Accumulated results under this component are presented as follows:

**Table 3.3: Progress Results – Component 3**

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Sub-components** | **Target** | | **Achievements (as of July 2013)** | **Progress (%)** | | **Means of verification** | **Justification of progress** | **Remarks** | |
| Undertake an Integrated Climate Risk Assessment | 1 integrated climate risk assessment | | 8 multi-hazard risks assessments completed covering all three ecological region | >100% | | Multi hazard risks assessments reports, integrated watershed management plan | Target expanded to cover all 3 ecological regions as one may not represent all ecological regions given to the varied hazards and disaster typology | CDRMP is developing HVR assessment tool for which, representative districts from all ecological regions are required to comprehend the tool | |
| Support Community-based Climate Risk Management (CRM) with a special focus on women | 10 communities | | 60 communities | >100% | | Flagship 4 database, Progress and monitoring reports | Target expanded to cover all 3 ecological regions as one may not represent all ecological regions given to the varied hazards and disaster typology | | **-** |
| Strengthen Local-level Early Warning Systems | At least 5 EWS established and linked with DEOC/NEOC | Assessment completed in one watershed, technical service provider identified and installation will be done soon. For other watersheds, software intervention such as EWS training, EWS Action team etc has been initiated | | 20% | | Progress reports | Delayed due to necessary technical studies | However, target will be achieved by 2015. | |
| GLOF Risk Reduction | Build capacity for GLOF risk reduction for 10 selected communities | Community based Climate Risk Management initiatives have been started in the downstream communities of Tsho Rolpa Glacial Lake, Assessment of CBEWS Installation has been completed and the contract has been signed with the service provider for its installation.  Community groups have been formed and institutionalized, in addition action teams have been formed for preparedness Supported preparation of project document for GLOF Risk Reduction Project- GEF/GON/UNDP for Imja Glacial Lake Risk Reduction project | | | 50% | Assessment and progress reports, community based GLOF Risk Reduction Project document | This initiative included software activities (capacity enhancement) and also some hardware activities - community based EWS | on-track | |

*Source: CDRMP*

With the support of the CDRMP, eight multi-hazard risk assessments were carried out (even though the initial target was one) in districts covering all three ecological regions; and eight comprehensive watershed management plans were developed. Although target was to conduct only one MHRA, eight MHRAs were carried out to cover 3 ecological regions considering only one MHRA may not represent all ecological regions given to the varied hazards and disaster typology. The GoN reviewed the climate risk assessment methodology developed through the CDRMP, and was an active partner. In coordination with NAST, a CRM toolkit was developed and disseminated, targeting media, students, community and district level agencies. Development partners stated that despite a good comprehensive watershed management plan by CDRMP, increased focus on standardization, innovation, and model building initiatives was needed.

Community Women, Chitwan

One of the initiatives supported by the CDRMP was increasing women participation in CBRM activities at the local level. There is evidence of seven registered women-led cooperatives in Sunsari and Sindhupalchok districts (the target was 10 communities). The logic behind the increment of additional communities is more demands coming from neighboring communities and felt needs. However, CDRMP did not allocate additional resources for the increased number of communities. If this trend continues, CDRMP may face difficulties in managing future requests. The MTE noticed that the women groups substantially developed leadership skills, and started resource mobilization among local agencies to implement CBRM activities.

CDRMP also supported the building of resilience against climate risks, community based EWS, livelihood diversification, and social safety nets. Major achievements under this initiative included (i) community based EWS were assessed in the lower watershed of TshoRolpa Glacial Lake, (ii) a technical service provider (Real Time Solution) was identified, and (iii) the EWS Action team was formed and EWS training imparted in all programme districts, with technical support by the Department of Hydrology and Meteorology (DHM). Even though the target of community based EWS was 5, only one EWS has been installed so far. The MTE noticed during the interaction with concerned partner organizations that UNDP procurement procedures appeared to be a main impeding factor for not making good progress under this sub-component. CDRMP also build capacity for GLOF risk reduction for 10 selected communities in the downstream of TshoRolpa Glacial Lake.

Further, the CDRMP supported vulnerable communities for improving livelihoods by introducing climate smart crops, and farming practices in Banke and Surkhet districts, in coordination with FAO.

### Component 4: Community-based Disaster Risk Management

Developing a community-based DRM strategy and preparing local-level community volunteers are the two sub-components under this component. The MTE observed that there have been several background activities such as sensitizing communities through provisioning EWS, imparting search and rescue and first aid training; forming CBDRMCs; advocating for CCA and DRR; and promoting local resource and skill-based livelihoods such as off season vegetable farming/NTFP/ Kitchen gardening, promotion of flood and drought resistant crops, for the formulation of DRM Strategy. However, the evaluation believes that CDRMP has, to some extent, been contributing for DRM strategy development, but it has not been able to meaningfully contribute to Flagship 4 (as in fact CDRMP has largely been implementing activities which are under the scope of Flagship 4).One of the achievements of CDRMP was the establishment of community volunteer groups in 56 VDCs (target was 36 VDCs) and five wards of Kathmandu Metropolitan City (Table 3.4). These groups were trained in preparedness and response, and provided with basic equipment and supplies (in line with Flagship 4 minimum criteria for a disaster resilient community).These volunteers are now trained and some of them have already applied their skills for disaster preparedness and response work in last monsoon response in Dolakha and Chitwan.

**Table 3.4: Progress Results – Component 4**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Sub-components** | **Target** | **Achievements (as of July 2013)** | **Progress (%)** | **Means of verification** | **Justification of progress** | **Remarks** |
| Developing a Community-based DRM Strategy | One CBDRM strategy | Ground work for the formulation of DRM strategy has been initiated | 25% | CDRMP progress reports | Activities - CDRMP sensitizing communities through provisioning EWS, imparting training; establishing CBDRMCs; advocating for CCA and DRR; and promoting livelihoods are background work for DRM Strategy | Initiatives are being piloted which will serve as the foundation for the strategy.  On-track, to be completed by 2015 |
| Preparing Local-level Community Volunteers | 36 VDCs are equipped with volunteers skilled in DRM | 56 VDCs and 5 wards of KMC have trained volunteers on DRM | >100% | CDRMP progress reports | Target expanded to the target communities (affected by Sep 11 earthquake) under Early Recovery Initiatives in Ilam Taplejung and urban communities in KMC | Capacity enhancement of the community level volunteers will also contribute to the development of community based DRM strategy. |

*Source: CDRMP*

Overall, CDRMP has been able to develop a good relationship with IFRC in this component. As discussed with partners at IFRC and NRRC, this component has had a good collaboration with partners and good synergy between Flagship 4 and Flagship 5 of the NRRC. However, the MTE Team believes that it is not to UNDP comparative advantage to continue with the implementation of a few activities at the community level, now that the CDRMP is entering its last two years of the current phase. UNDP/CDRMP would be much better served by being strategic by having a few national and international NGOs carry out these activities. UNDP/CDRMP could then focus more on its strategic role by facilitating linkages between local communities and local administrations; facilitating the development of a sustainability strategy; and finally advocating for national/district/VDC levels financing mechanisms.[[30]](#footnote-30)

### Component 5: Emergency Preparedness and Response

This component deals with five sub-components, namely, (i) develop national and district disaster management plans, (ii) strengthen and provide emergency facilities, (iii) set-up search and rescue teams, (iv)prepare an earthquake response plan for Kathmandu City, and (v) improve awareness of international and regional response mechanisms. Data in Table 3.5 shows that six District Disaster Management Plans (DDMPs) were developed based on the NDRF, and endorsed by the government.

**Table 3.5: Progress Results – Component 5**

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Sub-components** | **Target** | | **Achievements (as of July 2013)** | **Progress (%)** | **Means of verification** | **Justification of progress** | **Rewmarks** |
| Develop national and district disaster management plans | 1 NDRF, 1 NDMP,75 DPRP, 23 DDMP | | NDRF developed and endorsed by GoN, 6 DDMP developed and endorsed by DDRC and district council. 75 districts has developed disaster preparedness and response plans | 83% | NDRF, Plans (DDMPs, DPRPs) | DDMP guideline was approved by GoN in 2012 therefore could not prioritize earlier | - |
| Strengthen and provide emergency facilities | 30 districts covered by EOCs | | EOC expanded to 26 districts, 5 regions and 5 municipalities (33 districts covered) | >100% | MoHA, CDRMP progress reports | Programme supported as per the government priority. New activities include consolidation | Beyond initial target (target expanded as per government priority) |
| Setup search and rescue teams | At least 30 districts have trained CSSR teams | 9 SAR (CSSR, Water search and Rescue& Fire) teams (more than 250 first responders)have been trained. National SAR strategy and USAR road map developed, further initiatives are planned as per the roadmap to develop sustainable USAR capacity in Nepal. Training curriculum& manual for fire fighters developed. Equipment (CSSR, WSAR and Fire) provided to SAR teams. | | 30% | CDRMP progress report, strategy documents, assessment reports | Limited fund available for SAR training and facilitates as target expanded for EOCs | Activities delayed because of necessary preparatory work such as development of course curriculum and roadmaps. |
| Prepare an earthquake response plan for Kathmandu City | 5 KV Municipality response plan | | 4 EQ response plan developed | 80% | Response Plans | Consultation on-going for Bhaktapur municipality | on-track |
| Improve awareness of international and regional response mechanisms | Interaction and exposures to international practices | An INSARAG meeting held in Kathmandu.  CDRMP supported exposure visit to 10 government officials to India on EOC operation, 7 senior officials participation on Asian Ministerial Conference in Jogjakarta, Indonesia and 5 officials for DRM exercise in Asam, India in 2012 and 2 for global platform in Geneva in 2013. | | Regular activity | OCHA reports, CDRMP progress reports | Regular activity | on-track |

*Source: CDRMP*

In the lead role of CDRMP, the National Disaster Response Framework (NDRF) has been formulated, and endorsed by GoN, which is commendable effort, but comments were received for revising and simplifying it. Based on the NDRF, six District Disaster Management Plans (DDMPs) have been developed (target was 6) and endorsed from the government. Some of the key issues of DDMPs are starting to address in the DDC Periodic Plan.

Following the needs and capacity assessment of fire preparedness situation in municipalities, CDRMP supported the fire risk reduction strategy and built capacities of security and municipal authorities. To strengthen emergency facilities, 33 emergency operation centers (EOC) were established in 26 districts of 5 regions and 5 municipalities[[31]](#footnote-31) (target: 30) which is highly regarded by GoN. In order to institutionalize the EOCs, emergency materials were provided, 16 simulations were organized at district level and one at national level. The MTE team was concerned about the safe keeping of emergency materials and EOC’s operational modality (it noted how the equipment was not kept in safe storage in one district in Chitwan, for example).

CDRMP supported 9 community based search and rescue trainings (250 first responders from 30 districts); in addition, theNational Search and Rescue Strategy, and the urban search and rescue roadmap were developed. However, delay in the development of training curriculum and manual for fire fighters has hampered capacity building of search and rescue teams. The trainees from these capacity building initiatives seem to be able to work efficiently in rescue and relief /disaster response. Similarly, the formulation of four earthquake response plans (target: five) for Kathmandu valley municipalities are in place. Building the capacity of senior government officials through simulations improved emergency preparedness and response capacity across sectors which also, to some extent, contributed to FS 2. The participants also shared their learning with GoN and partner organizations. However, with regard to 250 first responders, an issue of whether or not the trained responders are ready to provide services during a future response was also raised during the MTE.

This component has completed several activities and trainings in a fragmented way; the component still lacks the ability to perform as part of an overall national plan for developing emergency response capacity. The programme has focused attention on the establishment of EOCs. This is a GoN priority and it is critical for an effective national response capacity. However, at present in 2013 (as was also the case in 2012 as observed by the BCPR mission) EOCs are being set up in many places but without a broad network to support them; activities also still seem to be ad-hoc and reactive to immediate requirements. National and international NGOs would be better places to assist in setting up EOCs, freeing UNDP/CDRMP to focus more attention on the overall strategy for emergency response at the national level.

The links with Flagship 2 are critical, especially as OCHA is phasing out. CDRMP needs to focus more on providing a systematic support, while leaving activities (such as establishment of EOCs to NGOs to implement).

Capacity-building work and contingency planning under the coordination of OCHA in Flagship 2 report significant progress. The new lead of Flagship 2 will have to ensure that the momentum on disaster-preparedness planning continues.

### Component 6: Early Recovery

This component addresses three sub-components: (i) capacity building within the DRR unit for early recovery, (ii) strengthening early recovery network and early recovery cluster, and (iii) standardization of early recovery tools and mechanisms. Some of encouraging results brought by the CDRMP under this component are presented as follows:

**Table 3.6: Progress Results – Component 6**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Sub-components** | **Target** | **Achievements (as of July 2013)** | **Progress (%)** | **Means of verification** | **Justification of progress** | **Remarks** |
| Capacity building within DRR unit for early recovery | UNDP SURGE capacity enhanced | UNDP BCP includes SURGE structure and mechanism. Country Office Response Team formed and a simulation held. PDNA orientation to UN staff | 100% | BCP document, CDRMP progress reports | Activities completed as per the plan | - |
| Strengthening early recovery network and early recovery cluster | Government takes lead role of the ER network and clusters | Cluster contingency plan developed. Government has taken the lead role. Clusters involved in national simulation on emergency response and early recovery | On-going initiative | CDRMP progress reports, meetings minutes | Regular activity | On-track |
| Standardization of early recovery tools and mechanisms | Develop National ER framework and KV ER plan | National ER framework and KV ER plan initiated. PDNA training provided to Government officials. | 50% | Draft ER framework, PDNA training report | Standardization initiated with capacity building activities | On track to complete in 2013 |

*Source: CDRMP*

As part of capacity building for early recovery, the UNDP CO designated a “country office response team” in 2013 which was instrumental in ensuring that UNDP was better prepared to initiate early recovery and capable to support Government in case of a huge disaster. In building the capacity of response teams, simulations and Post-Disaster Needs Assessment (PDNA) orientations (in partnership with the Department of Urban Development and Building Construction and the World Bank) were organized. More than 66% of targeted individuals were trained andare ready to apply skills and knowledge acquired from Post-Disaster Needs Assessment (PDNA) training into practice. The SURGE team of UNDP CO was established, and the roster maintained. The UNDP’s Business Continuity Plan included the SURGE structure and mechanism.

In order to strengthenthe early recovery network and the early recovery cluster, a draft outline of National ER Framework was developed, and MoFALD was actively engaged in local level coordination, and MOUD in technical support. The ER framework has not yet been finalized. Clusters were involved in national simulations on emergency response and early recovery. At the time of the MTE, the CDRMP was engaged in the selection of focal persons for the ER clusterfor capacity building in early recovery.

To standardize early recovery tools and mechanisms, a National ER framework and Kathmandu valley early recovery plans were initiated; and the Post-Disaster Needs Assessment (PDNA) training was provided to Government officials.

CDRMP also provided technical inputs for the ‘Early Recovery and DRR Project in Ilam and Taplejung Districts’ to make school buildings earthquake-resistant; drills and simulation exercises were held to educate students on how to respond during and immediately after an earthquake. The ER project’s schools served as models for other schools and communities as well as for the District Education Office and local authorities. In spite of being over budget and behind schedule, the project seemed however to be successful in getting children back to school in 78 School Blocks (36 new school blocks and 42 renovation of EQ damaged school); 21 of the 64 schools were retrofitted and 77 structural mitigation works were carried out.

### Summary of Overall Achievements

Considering the overall status of achievements and results in relation to the status of a supportive environment, the MTE concludes that components 1, 3, 4, 5 and 6 are likely to be achieved by the end of the project period; while component 2 appeared potentially likely to be achieved. The status of overall supportive environment appeared to be largely fair. The following Table 3.7 presents the overall findings of the MTE in terms of the current status of achievements and supportive environment:

**Table 3.7: Components-wise status of achievement and supportive environment**

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Programme component** | **Status of Achievement/Results (as of July 2013)[[32]](#footnote-32)** | | | | **Status of Overall Supportive Environment** | | | |
| **Very close to achieve (76-100%)** | **Likely to achieve (51-75%)** | **Potentially likely to achieve (26-50%)** | **Unlikely to achieve (Up to 25%)** | **Strong** | **Fair** | **Weak but improving** | **Weak** |
| 1. Institutional and Legislative Systems for DRM |  |  |  |  |  |  |  |  |
| 1. Strategic Linkages with other Sectors |  |  |  |  |  |  |  |  |
| 1. Climate Risk Management |  |  |  |  |  |  |  |  |
| 1. Community-based Disaster Risk Management |  |  |  |  |  |  |  |  |
| 1. Emergency Preparedness and Response |  |  |  |  |  |  |  |  |
| 1. Early Recovery |  |  |  |  |  |  |  |  |

## Programme Effectiveness

This Section reviews the effectiveness of the CDRMP by component.

### Component 1: Institutional and Legislative Systems for DRM

National and district stakeholders appreciated CDRMP’s efforts for policy support, highlighting the effectiveness of component 1. The belief that disaster is only the responsibility of MOHA was clarified and other ministries took charge for their respective roles. But, frequent transfers of government officials were still hampering coordination. Institutional changes have been made at different ministries based on identified institutional gaps; and DRM was strengthened through technical and logistical support. Because of a systematic advocacy policy, DRM sections were established across ministries and DRM issues were reflected in Plans and Programmes provisioned for DRM mainstreaming. District level stakeholders reported that they were satisfied with the CDRMP’s support in developing guidelines for District Disaster Management Plans (DDMPs) and Local Disaster Management Plans (LDRMPs); they also stated that the Plans were rolled out at the district, municipality and VDC levels effectively. However, these efforts were still at the beginning stage, requiring continuous support and attention.

National training institutions mainstreamed DRM issues in their training manuals. But both the Nepal Administrative Staff Collage (NASC) and the Local Development Training Academy (LDTA) were dependent on UNDP support. Concerns aired included (i) targeting of participants for capacity development required urgent attention because of high turnover of trained staff at all levels, and (ii) several training programmes were delivered; however, the capacity of participants to absorb remained weak.

Clear understanding was developed among the relevant government agencies for monitoring the National Building Code, and, as a result, MoUD, DoUDBC, and MoFALD challenged at times their administrative mechanisms for NBC implementation and monitoring. For example, NBC implementation was eased following the formulation of a high level steering committee (in 2012) with the lead of Kathmandu Metropolitan City (KMC). Demand was created for the Kathmandu Valley Risk Sensitive Land Use Planning from other development partners such as JICA and the World Bank. These initiatives largely supported municipalities and local governments on the enforcement of building codes, by-laws and land-use plans towards reducing physical vulnerability in the Programme districts. The school retrofitting guidelines prepared by CDRMP largely contributed to component 6 (Early Recovery). Among the sub-components, orienting financial mechanisms towards DRM still lagged behind. As the Disaster Management (DM) Act was still held waiting reconvening of Parliament, many policy initiatives and reforms were also on hold. Among the sub-components under this component, orienting financial mechanisms towards DRM is still lagging behind. As Disaster Management (DM) Act is hanging in the Parliament, it has been impeding all the policy initiatives and reforms.

Given the high exposure to natural hazards and the fast rate of urbanization (5% annual) in Nepal, institutional capacities for enforcing building codes and risk-sensitive land use planning are critical. Currently, developing partnerships with key national agencies to fully implement the RSLUP framework is ongoing. The challenge is that creating an effective building permit system does not guarantee implementation and adherence to building codes. The MTE Team believes that programme needs to focus on nurturing an accountable framework with necessary capacity at the municipal levels to ensure enforcement of the codes. Again, there are many diffused activities, but the CDRMP needs to keep focus on the overall aim to produce a risk sensitive land use plan for Kathmandu Valley, and linking it to building codes and zoning laws; the MTE Team is aligned with the findings by the BCPR Mission in this area. Among the sub-components under this component, orienting financial mechanisms towards DRM is still lagging behind. As Disaster Management (DM) Act is still hanging in the Parliament, impeding all policy initiatives and reforms.

### Component 2: Strategic Linkages with other Sectors

Key strategic linkages among the key ministries and NPC were covered by the Approach Paper of National Development Plan (2013-2015). As a result, DRM issues were in t he process of being integrated into municipality and district periodic plans. The establishment of National Focal Points and the development of joint ToR contributed to identifying the gaps and also contributed to mainstreaming DRM and climate change adaptation (CCA) in the plans and programs of sectoral ministries. DRM sections and focal points were at initial stages, requiring continuous institutional support from the CDRMP. Coordination and collaboration among the key ministries and other agencies helped mainstream DRM issues and leading to standard operating procedures and information management systems being in place. In addition to this, DRM issues are being mainstreamed across the UNDP’s Units and thematic programmes. The above efforts are a positive development, but in the short-term they are not yet leading to substantial reduction in disaster risk; effectiveness is minimal and sustainability is still reliant on external support.

It must also be noted that overall, it is important for CDRMP to create a broader view of risk reduction in Nepal. Similarly UNDP, in its role as Flagship 5 Coordinator, could establish an agenda for the Flagship in a way that several agencies could work together and influence the Government, with or without a specific linkage to programme implementation. The work plan and budget should be reviewed to ensure that they more clearly reflect contributions made by all partners.

There is a feeling among partners that the CDRMP has not been so effective to date. Further, there is some frustration among partners that the work of Flagship 5 is mainly the work of the CDRMP. Building on the 2013 Flagship workshop the Flagship 5 coordinator and leads should develop stronger and clearer vision for Flagship 5 beyond its own CDRMP programmes. It should openly seek the support of other partners in achieving these objectives.

UNDP plays a key role supporting the Nepal Risk Reduction Consortium (NRRC): it is the coordinator for Flagship 5 as well as being an active participant in Flagships 3 and 4. In the coming biennium, UNDP might also be called to be more engaged in Flagship 2 as OCHA is phasing out and UNDP and other actors will need to fill the gap in emergency preparedness and response. The uncertain political context, the lack of progress regarding the new Act and constitution provide huge challenges in the ability to lead institutional and legislative reforms in disaster risk reduction. Overall, partners have pointed out to the MTE team a lack of policy and strategic vision on the part of UNDP –many partners are looking to UNDP and CDRMP to articulate a vision of DRR in Nepal. Overall, the MTE Team believes that programme implementation of CDRMP is proceeding in the right direction, but the focus is too much on fragmented activities rather than on a strategy to contribute to reforming the DRR system nationally –in partnership with GoN and key donors and stakeholders. A better M& E and quality assurance in the CDRMP would also improve effectiveness.

### Component 3: Climate Risk Management

The CDRMP also seemed to have played an effective role in developing multi-hazard risk assessment tools, conducting multi-hazard risk assessment studies, and developing integrated watershed plans. The multi-hazard risk assessment tools developed by the CDRMP were being used by other organizations (such as District Soil Conservation Office /DSCO) and were likely to be used by other districts, once officially endorsed by the Department of Soil Conservation and Watershed Management. The outputs of the multi-hazard risk assessments were being used by district level line agencies, e.g., DSCO, District Agriculture Development Office (DADO). Similarly, the integrated watershed plans developed by CDRMP for its programme districts helped allocate resources by, and develop a culture of resource sharing among, various sectoral line agencies. In Dolakha and Sindhupalchock districts, watershed level plans and programmes were being developed for the most vulnerable watershed areas –in a coordinated way, with clearly defined roles and responsibilities for various agencies. At the central level, CRM themes were introduced in government’s sectoral plans and programmes.

Regarding the role of women, community based CRM plans were implemented through registered women’s cooperative organizations in the programme districts. These cooperatives started to mobilize external resources through micro-finance programmes. The saving funds of women cooperatives themselves (ranging from Rs 75,000-2,00,000) and CDRMP’s approach assisting these cooperatives through micro-capital grants will likely improve their livelihood options.

The installation of community-based early warning systems downstream of Tsho-Rolpa was underway, helping communities in increasing their resilience to dangers from Glacier Lake Outbrust Floods (GLOF). There was a good linkage among CDRMP components and the Hindu Kush Himalaya- Hydrological Cycle Observation System Project implemented by ICIMOD and Department of Hydrology and Meteorology (DHM) for community-based EWS. The knowledge generated by each of the activities benefited all.

A positive aspect of the CDRMP was innovation, such as the community-based EWS and bio engineering for small scale mitigation. Social safety nets and resiliency of the people living with disaster substantially increased through the promotion of capacity building in community-based EWS initiatives. These initiatives added value to the GEF/GON/UNDP Project in Imja Valley. The effectiveness of community-based EWS also helped in strengthening the DEOCs. The small scale mitigation works around villages to hold back flood waters and use of land along riverbanks to farm cash crop, were a good start. Media, students, community and district level agencies enriched their understanding of CRM issues through the dissemination of CRM tool kits, developed in collaboration with National Academy for Science and Technology (NAST).

Many stakeholders the MTE team met as part of field work in Chitwan, Dolakha and Dadeldhura districts stated that –following capacity building through the CDRMP --they could estimate the risks they would face and what they would do in the event of a disaster. A clear and well-defined plan was in place in leveraging resources for GoN and other development partners. The effectiveness of the programme was further enhanced as CDRMP used social platforms developed by the Local Governance and Community Development Program (LGCDP). However, the sub-component on strengthening local-level early warning systems was behind schedule to meet the target, but suppliers have been identified.

Among the sub-components under this component, strengthening local-level early warning systems sub-component is relatively behind to meet the target. The technical training received from component 3 is helping in consolidating sectoral plans and programmes with the CRM perspective. The skills and knowledge built through drills and simulation under component 5 have also helped implement sub-components under component 3.

Overall, this component has a good approach, but CDRMP needs to involve national level institutions such as the Department of Hydrology and Meteorology (DHM) and some development sectors in order to be more effective, and eventually achieve replicability and scalability. Involvement of a national institution would better harmonize activities by the 6 NGOs in the respective 6 locations.[[33]](#footnote-33) The MTE Teams thinks that the CDRMP should promote a wide range of CRM measures, beyond the fragmented focus in a few communities.

Among the sub-components under this component, strengthening local-level early warning systems sub-component is relatively behind to meet the target; however, all the software activities have been completed to install the hardware equipment. The capacity building of focal points assisting from components 1 and 2 contributed to execution of other components; and the technical training received from component 3 is helping to consolidate sectoral plans and programmes with a CRM perspective. The skills and knowledge built through drills and simulation under component 5 have also helped implement sub-components under component 3.

### Component 4: Community-based Disaster Risk Management

Because of coordination between DIPECHO projects and Flagship 4, all the groundwork for the formulation of the DRM strategy was in place, and the framework was ready to be shared. Good practices and learning achieved from other disaster actors were fully assessed and analyzed while formulating the framework. Some confusion over the structure and framework still remained among Local Adaptation Plan of Action (LAPA), Community Adaptation Plan of Action (CAPA), LDRMP, DDMP, DPRP, and MoFALD on the developed Environmental Local Governance framework (due to its complexity). Although development of the community-based DRM strategy was key to success, more effort was required to consolidate and mainstream CBDRM.

A Community Member, Dolakha

In order to develop disaster resilient communities, CDRMP has been continuously assisting MoFALD, and as a result, MoFALD has is progressing toward achieving the nine minimum characteristics in 25% of all VDCs by 2015.As of December 2012, 35 VDCs in six districts met seven out of the nine minimum outputs, and were likely to be fully Flagship 4 compliant by 2013. However, CDRMP noted that these targets are quite optimistic given present efforts, capacities and the pace of programme expansion/execution. CDRMP collaboration with national academic and training institutions, professional networks may help increase the knowledge on CRM/DRM and also support for channeling the knowledge to the local level.

Overall, CDRMP has been able to develop a good relationship with IFRC in this component. As discussed with partners at IFRC and NRRC, this component has had a good collaboration with partners and good synergy between Flagship 4 and Flagship 5 of the NRRC. However, the MTE Team believes that it is not very effective nor playing to UNDP comparative advantage to continue with the implementation of a few activities at the community level, now that the CDRMP is entering its last two years of the current phase. UNDP/CDRMP would be much better served by being strategic by having a few national and international NGOs carry out these activities. UNDP/CDRMP could then focus more on its strategic role by facilitating linkages between local communities and local governments; facilitating the development of a sustainability strategy; and finally advocating for national/district/VDC levels financing mechanisms.[[34]](#footnote-34)

### Component 5: Emergency Preparedness and Response

The successful completion of the National Disaster Response Framework (NDRF) was developed by a MoHA led taskforce supported by a UNDP consultant provides opportunities; it included developing the operational plan/response framework in the sectoral plans, bringing relevant stakeholders together to review their roles, responsibilities and plans for coordinated action, and increasing the culture of emergency preparedness. For example, DRM centers were established in five communities of Kathmandu Metropolitan City –with training, basic equipment, and supplies which might aid the response in case of an earthquake.

EOCs have increased emergency preparedness and response capacity at different levels. As a result of training and simulation exercises, DDRCs were better organized. DEOCs were strengthened after the review of DDMP guidelines; and customizing, activating and fitting SAHANA DIMS software with DRR portal, leading to better access DRR information from a single source for government, humanitarian and development partners. Despite these efforts, the MTE observed that some EOCs (at both the regional and local levels) are not fully functional. Parts of emergency materials were placed in the DEOCs, VDCs and highly vulnerable wards, for prompt use; but in some cases, the equipment was poorly stored. This was also a reflection of the BCPR mission. The MTE Team believes that small-scale activities and training programmes are a start, but they are not very effective in strengthening the overall response capacity. It is crucial to link EOCs with broader national emergency response plans.

Building the capacity of first responders, strengthening Kathmandu Valley fire services, and urban search and rescue capacities further fostered emergency preparedness and response capacities. But delay in the development of the training curriculum and manual for fire fighters hampered capacity building for search and rescue teams.

The MTE team noted that although earthquake response plans in Kathmandu valley were developed to build the capacities of municipality authorities, the plans were not fully operationalized. Increasing the capacity of the senior government officials through simulation/study tours helped in operationalizing NDRF, executing DPRPs and improving emergency preparedness and response capacity across all levels and sectors.

This component has completed several activities and trainings in a fragmented way; the component still lacks the ability to perform as part of an overall national plan for developing emergency response capacity. The programme has focused attention on the establishment of EOCs. This is a GoN priority and it is critical for an effective national response capacity. However, at present in 2013 (as was also the case in 2012 as observed by the BCPR mission) EOCs are being set up in many places but without a broad network to support them; activities also still seem to be ad-hoc and reactive to immediate requirements. National and international NGOs would be better places to assist in setting up EOCs, freeing UNDP/CDRMP to focus more attention on the overall strategy for emergency response at the national level. The links with Flagship 2 are critical, especially as OCHA is phasing out. Key actors pointed out how collaborative and helpful UNDP/CDRMP had been in relation to Flagship 2, but expressed concern regarding follow-up and sustainability after OCHA leaves Nepal.[[35]](#footnote-35)

CDRMP needs to focus more on providing a systematic nation-wide support, while leaving activities (such as establishment of EOCs to NGOs to implement).

### Component 6: Early Recovery

The MTE team found that UNDP’s response capacity was also strengthened following the capacity building of different units/thematic programmes and formulation of early recovery plans and budgets in case of an emergency. The designated Country Office Response established a SURGE team, maintained roasters, and defined roles and responsibilities among the Units –building the confidence of the government in early recovery. The PDNA training to GoN senior officials also built some capacity. In spite of all efforts, the development of a National early recovery Framework was still lagging behind, having impacts on overall emergency preparedness and response initiatives.

Prior to the CDRMP, no regular meetings of the ER Network had been held; as a result of CDRMP, ER Network meetings were regularized, ER contingency plans reviewed, gaps identified and recommendations provided to minimize gaps. ER Network and cluster level contingency plan have been instituted (through the lead role of government and capacity building of clusters leads and co-leads) through national simulation on emergency response. The MTE team concurs with the BCPR mission that the ER Cluster needs to be strengthened and that the CDRMP needs to advocate to set up these mechanisms—plans and procedures need to be tested for future disasters such as the September 2011 earthquake.

## Efficiency

Efficiency is broadly assessed in terms of (i) thematic/programmatic efficiency, and (ii) managerial efficiency.

### Thematic/Programmatic Efficiency

According to national capacity development partner organizations and programme staff, technical/professional assistance received through CDRMP was limited due to focus on small-scale activities and a weak strategy of the overall programme.

In terms of programmatic efficiency, the data/status from each of the components revealed that programmatic progress as of July 2013 was about 54%, and when it correlated with financial expenditure by the same period. (Please refer to Financial Table).

The CDRMP received many demands for programmes from the communities within the programme implementation period. The MTE team found that CDRMP components were coherent. However, stakeholders, particularly donors, com­mented on the need for UNDP to focus more on policy and guidelines on DRM.

With the current focus of interventions at the community level, CDRMP has tried to have a spiral effect at the macro level. Moreover, CDRMP has been successful in coordinating many agencies, including District Disaster Relief Committees (DDRCs) and VDCs in formulating and executing DPRPs, engaging in policy advocacy and carrying out some mitigation efforts.

The resource sharing initiatives, involvement of multiple stakeholders (particularly district level line agencies) with their defined roles and responsibilities and high level of coordination mechanism for reducing the disaster risk seem to be appreciated, and seems to have a potential to bring efficiency in the programme implementation. CDRMP was successful in the first biennium in coordinating many agencies, including District Disaster Relief Committees (DDRCs) and VDCs, engaging in policy advocacy and carrying out some mitigation efforts.

The MTE team noted that the programme document lacked enough focus on an M&E framework and an Exit strategy. During the desk review and evaluation process, the MTE Team noted that these essential programme design elements could not be found explicitly articulated in the Programme Document. These are important for sharing and replication of good practices.

The programme approaches as discussed in the relevance section are multiple. One key approach of implementing CDRMP was to work in partnership and collaboration with different organization across all levels. Although this approach contributed, to some extent, to programme efficiency, it was also criticized by some stakeholders for not being selective and focused enough, with limited value added—as some partner organizations remarked.

### Managerial Efficiency

Keeping in view of the crucial role of the management support required in achieving the programme goals and objectives, the programme document had envisaged a management arrangement to ensure active participation of a wide range of stakeholders in the programme. In order to be more efficient, it also proposed a PEB comprising of concerned Ministries, UNDP and development partners. The PEB has been problematic due to disagreements on working relations/modalities between CDRMP and MoHA.

The MTE found programme management less effective in terms of providing managerial and technical supports during the mid-way of programme implementation; an overall strategy is missing.

The MTE Team was however aware of the poor management structure and clash of two roles, with the PM reporting to the DRM, but staff reporting to PM; even if standard as an arrangement, in this case, this caused problems as PM and DRM had different views and approaches, and some partners were confused about whom to consult regarding the CDRMP). Partners were however in agreement that the Head of DRM delivered results as much as possible given the difficult role with the PM, and as Coordinator of Flagship 5 in addition to Head of DRM with CDRMP.As also the BCPR Mission in 2012 pointed out, there were also some structural problems: with the Head of the DRM unit having quality assurance functions (firewall issue).

## Impact

While it was too early after only two years into the project to experience substantial impact, some positive signs of the impact were noted by the MTE team, as discussed below, but substantial gaps remain, as discussed in previous sections.

CDRMP’s support on Institutional and Legislative Systems for DRM helped sectoral line agencies to internalize DRM issues, incorporate them in their sectoral plans and programmes, and allocate resources from the annual budget. Seismic resilience of Kathmandu valley improved the safety of residents somewhat as a result of implementation of NBC and seismic guidelines. A clear understanding was developed among the government agencies for monitoring the NBC, fostering ownership. Further, JICA and the World Bank expressed interest to contribute to Kathmandu valley risk sensitive land use planning.

Regarding climate risk management, CDRMP adopted a low-cost, local resource-based bio-engineering approach based on indigenous practices which 'do not harm' to the local environment. But without ensuring a minimal operation and maintenance fund, these mitigation infrastructures were not yet sustainable. CDRMP also mobilized multiple stakeholders for resource sharing and ownership, especially in small-scale mitigation activities. For example, in Madhi, Chitwan, good collaboration was in place with Hariyo Ban/USAID, Saplaneer/RRN, Buffer Zone Development Council/ TAL/WWF, and Caritas. In the reclaimed land along riverbanks, as a result of small-scale mitigation, people started to farm cash crops to increase incomes. Though these initiatives in income diversification were small, they had a positive effect on communities. Further, CDRMP facilitated the linkage of the CBDRMCs with the Micro Enterprises Development Programme (MEDEP). CRM issues were well addressed in the VDC and DDC periodic plans.

The CDRMP, through the community-based disaster risk management and the execution of local contingency plans, ensured an increased understanding on how to reduce risk. The best indicator of impact in the context of a DRM is if the risk is reduced in the case of a disaster; the MTE team noted some evidence from programme districts that the programme had a practical impact on affected people’s understanding about the causes of disasters. Further, the programme addressed the special needs of communities during disasters and adequately discussed their concerns in the multi-hazard risk assessment and comprehensive watershed management plans.

As a result of CDRMP capacity building efforts in emergency preparedness and response, a culture of helping each other during emergencies increased in some of the reviewed communities, strengthening social solidarity. Solidarity seemed to be further enhanced when CDRMP used the social platforms/ground prepared by LGCDP. People used to wait for relief and rescue after a disaster, but now, scenarios have slightly changed. When communities have become more aware through capacity-building, they are taking the to assist managing a disaster. As a result of training, beneficiaries seemed to be more aware of their roles, taking more initiative for managing a disaster. In addition, because of the programme's rights-based approach and focus on empowerment, the programme became an avenue for making their voices heard. Engaging in advocacy and campaigning for DRM boosted beneficiaries’ confidence, and trained local resource persons started to act as planners, designers and potential responders at the local level. CBDRMCs were able to assess the potential hazards, vulnerability for immediate action through action planning.

Building Code curricula have been included in the academic syllabus, and school retrofitting guidelines helped in making vulnerable school safer (especially in Ilam and Taplejung districts).

## Sustainability of Programme Results

Overall, it is too early to assess the sustainability of the CDRMP; however, some programme gains and good practices point to some level of sustainability potential:

The MTE team noted some good efforts in DRM policy advocacy and mainstreaming of DRM issues in academic plans and training manuals. These efforts were further enhanced through the establishment of National Focal Points and the development of joint ToRs.

The formulation of a high level steering committee (in 2012) in the chairpersonship of head of Kathmandu Metropolitan City and formulation of separate working committees is instrumental in support for the NBC implementation have shown a high level of potentiality in mainstreaming DRM issues. For example,Kathmandu and Lalitpur municipalities built NBC and Risk Sensitive Land Use Planning in their annual plans and budget. The provision of minimal conditions and performance measures applied as one of the key indicators for gauging municipality’s programme performance provided a good example to other municipalities to work in the implementation of NBC. Qualified resource persons developed an e-building permit system; IFC/the World Bank and ADB started to work on municipal e-governance leading to better synergy for fostering sustainability of CDRMP’s gains.

CDRMP’s collaboration with national academic and training institutions, professional networks fostered increased knowledge on CRM/DRM. The linking of DDMPs and LDRMPs in DDC and VDC Periodic Plans further supportedthe roll-outof DRM issues at the district, municipality and VDC levels.

A plan was in place and useful to CDRMP in leveraging resources for GoN and other development partners for reducing the climate risk of people living with disaster. Capacity-building activities have strengthened and institutionalized CBDRMCs, enabling them to harvest the resources from VDC- and district-level agencies. The linkage among CDRMP, Department of Hydrology and Meteorology and relevant institutions increased potential for sustainability of the community-based EWS.

The National Disaster Response Framework (NDRF) opened some avenues, namely developing the operational plan/response framework in the sectoral plans, bringing relevant stakeholders together to review roles, responsibilities and plans for coordinated action, and increasing the culture of emergency preparedness and risk analysis for effective emergency preparedness and response. Fitting SAHANA DIMS software with DRR portal (though it is still not fully operationalized) will support to strengthen EOCs at different levels.

Further, because of the programme’s capacity-building efforts, it was observed that communities were empowered to carry out search and rescue and EWS system activities without supervision. CBDRNCs members and volunteers had sufficient skills and information about the principles and process of search and rescue, safety and security, situation assessment, mapping, basic search techniques, surface extrication in floods, earthquakes, landslides and fires. Local volunteers have learnt to keep safety bags to keep important belongings, advance management of dry foods in times of emergency, and change behavioural practices for disaster situations.

Early Recovery (ER) initiatives are ready to upscale once ER network meetings are regularized; response capacity during the emergency enhanced; ER contingency plan reviewed, gaps identified and recommendations offered to minimize the gaps.ER Network and cluster level contingency plans were developed, including the leading role of government and capacity building of clusters leads and co-leads, contributing to the sustainability of the programme.

Since the programme has set clear expectations for community involvement and emphasized self-reliance, the formation of DRM local institutions, the mobilization of local resources, and joint social action, it is likely that, to varying degrees, the activities started by CDRMP will continue with minimal supervision. That said, there is still a gap due to the lack of an overall strategies plan and structure at national level to make theses activities sustainable at local as well as national levels.

## Programme M&E and Management Support

The CDRMP established and used a Monitoring & Evaluation system within the overall results framework of the project design in order to track the progress, disseminate learning as well as ensure adequate usage of documents produced during programme implementation. However, as indicated by the BCPR Mission Report,[[36]](#footnote-36)the M&E framework document focuses more on activities, whereas its key objective should be to monitor ‘outputs’ and ‘outcomes’. The programme developed and applied a variety of formal and informal monitoring tools and mechanisms, which included periodic progress reviews (weekly team meetings, events and field plans, issues logs, risks logs, field visits, audits, annual reviews and PEB meetings). All progress monitoring reports were prepared in UNDP’s standard formats and as per UNDP’s web-based project management system (ATLAS).

UNDP’s SPDE (Strategic Planning and Development Effectiveness) Unit recently initiated a coordinated M&E mechanism aiming to harmonize programme results, ensure quality, minimize overlapping in programme implementation, and establish links of community level learning with national level learning. There was also a provision for technical review of all monitoring reports by an advisory committee as provisioned in the Programme Document. However, the committee is yet to be formed.

## Cross Cutting Issues

### Capacity Building

CDRMP had adopted an in-built approach of strengthening the skills, competencies and abilities of people and communities to its each programme component so they can overcome the causes of their exclusion and vulnerability to disasters.

The MTE team noted two approaches of developing capacities in the programme components: support to strengthening the national/regional training/academic institutions and support to developing curriculum for training and academic courses. With regard to strengthening the national/regional training/academic institutions, the programme supported and collaborated the Nepal Administrative Staff College (NASC), the Local Development Training Academy (LDTA), the Central Department of Environmental Science (CDES) – Tribhuvan University and the National Academy of Science and Technology (NAST). The programme supported these institutions for (a) establishing focal persons, (b) providing Master ToTs, (c) developing capacity of key personnel, (d) setting up resource libraries, and (e) developing resource materials and toolkits on Community-based Disaster Risk Management (CBDRM).

The CDRMP also supported training and academic courses[[37]](#footnote-37); and NASC designed a new training curriculum on disaster risk management. Similarly, LDTA designed a training manual on Disaster Risk and Climate Risk Management and already tested it in six districts. CDES also developed a new course of study and offered a four-semester Master’s Degree programme in Environment Science.

In the discussions with these institutions, many issues and concerns were raised. First, targeting of participants for capacity development required urgent attention because of high turnover of trained staff at all levels. Second, several training programmes have been delivered; however, the capacity of participants to absorb remained weak and was a major concern. Third, the quality of the technical services provided by some consultants recruited by the programme did not match with the requirements of the service recipient partner institutions.

Fourth, procurement as well as administrative procedures of UNDP are found to be too lengthy by several partners. Fifth, the programme had no clear communication and dissemination plan of materials prepared during the period of partnership. Sixth, the CDRMP supported several training institutions to develop capacity through strengthened skills, competencies and abilities on DRR with a tight schedule, which seemed unrealistic.

### Knowledge Management

CDRMP initiated to publish, disseminate and share successes and lessons learned with stakeholders through various media, such as UNDP newsletters, webpage and publications. The programme developed new communication strategies, including (a) to raise awareness and understanding of disaster risk and crisis management among beneficiaries, (b) to ensure the active participation and commitment of beneficiaries in disaster risk management and crisis management initiatives, and (c) to strengthen linkages, improve coordination among different stakeholders and enhance the capacity of promotional agencies. Based on these new communication strategies the programme designed a new national DRM portal. The CDRMP also planned to facilitate a ‘Community of Practice’ to widely promote and serve as ‘one-stop online information’ on DRR.

With regard to other knowledge building materials, the programme supported the production of various DRR promotional materials, including posters and guidelines on earthquake safe construction, Video Toolkit for earthquake resistant construction (for new building owners), posters, a CRM Toolkit (developed by the National Academy of Science and Technology - NAST, targeting multiple stakeholders - students, media, district stakeholders) on climate risk management at the local level.

Another long-term knowledge building initiative supported by CDRMP is the collaboration with the Nepal Administrative Staff College (NASC), the Local Development Training Academy (LDTA), the Central Department of Environmental Science (CDES) and Tribhuvan University. NASC conducted a training needs assessment survey with government agencies and designed a training curriculum on DRR for government staff. NASC also developed a series of training programmes for government staff, based on the newly designed curriculum on DRR. LDTA developed a training manual on Disaster Risk and Climate Risk Management Training and already piloted the manual and training materials in six districts, with a plan to organize training programmes in 25 districts in 2014. Further, the CDRMP supported CDES to design a Course of Study for a Master’s Degree in Environmental Science. In addition, the National Planning Commission (NPC) prepared and presented the Nepal Status Paper for the United Nations Conference on Sustainable Development 2012 (Rio+20). As a consequence of these initiatives, a deeper understanding on the environment and climate and high altitude area risk reduction was developed.

### Gender Empowerment and Social Inclusion (GESI)

The CDRMP actively pursued the objectives of social inclusion and equity, gender empowerment, and dissemination of knowledge and skills particularly aiming to bring decisive impact on policy-making and practices. The MTE team noted the strong focus on gender and equity in the CDRMP, focusing on promoting and empowering women in communities and in its programme activities.

Gender disaggregated data of programme beneficiaries was available to some extent in the official documents. However, gender disaggregated information is not systematically used in the progress reports. It was therefore difficult to document progress. Although efforts have been made in conducting hazard mapping and vulnerability assessments using gender sensitive tools and designing interventions, the analysis of gender roles, and women's access to and control of resources seemed still relatively weak across programme documents.

All the projects visited as part of the MTE made a very conscious effort to include women in planning and training activities, and in the various CBDRMP and sub-committees, where 33% or more, are women. A high level of dedication, motivation and outspokenness among women was observed. During focus groups discussions and interviews at community/district level, many women reiterated that the programme had given them the space and opportunity to be active in their community, including a feeling of increased influence in decision-making at local level.

Activities followed a participatory approach and vulnerability analysis to assess and include various social and ethnic groups based on gender, caste, disability, age. Some, but scattered, disaggregated data on inclusion of project beneficiaries of different backgrounds was available in programme progress reports.

The programme ensured that different groups of people were meaningfully represented in the CBDRMP. The selection of target groups and project communities from the most vulnerable riverside communities showed that CDRMP reached the sections of society that in the past were mainly excluded from development initiatives.

## Coordination and Collaboration

### The Strategic Position of UNDP on DRM

At the global level, UNDP has helped countries formulate policies for disaster risk management, but challenges remain in integrating disaster risk reduction into development planning. A recent UNDP Evaluation Office Evaluation Report on Disaster Risk Reduction[[38]](#footnote-38) reviewed how UNDP combines multi-sectoral programming in key development areas, extensive country-level presence and the ability to mobilize technical expertise. Globally, UNDP has supported policy formulation and helped to establish an enabling environment for building disaster management institutions in over 30 countries, contributing to enhanced participation of governments in international and regional debates and cooperation on disaster risk management and climate change over the past decade, especially among countries at high risk.[[39]](#footnote-39)

Similarly, in Nepal efforts are needed to better harmonize roles, responsibilities and accountability in the institutions responsible for disaster risk management. Disaster risk reduction requires long-term planning and more sustained efforts at the national level. As the MTE team has observed during the evaluation and field missions to a few districts, Nepal also struggles with the challenges of empowering local governments to play a larger role in disaster risk management.

The CDRMP is aligned with the National Planning Commission (NPC), UNDAF, and the National Strategy for Disaster Risk Management in Nepal (NSDRM), and with MoHA and Key line Ministries. The NSDRM is a long-term DRM strategy aligned with the Hyogo Framework of Action (HFA) priorities, and includes a set of policy, legislation and institutional reform needed to manage DRM.CDRMP is aligned with the five priority actions of the HFA[[40]](#footnote-40).

### Coordination with GoN and Key Stakeholders

CDRMP is working closely with a variety of key partners. The key counterpart in the GoN is MoHA, in addition to the key line Ministries. Relations have had challenges, but there is a new opportunity now with changes at GoN (new Disaster Management Act, new Division in MoHA) as well as internal changes at UNDP (as mentioned in earlier sections). The internal UNDP merger might provide a better firewall between the advisory and technical assistance role of UNDP and the role of the CDRMP. These current new developments at both MoHA and UNDP might provide a new chance of closer collaboration between the parties.

During interviews with international stakeholders, the subject of collaboration with the GoN also came up and many agreed on the need for improving the relationship between the GoN/MoHA and UNDP/CBDRMP.[[41]](#footnote-41) The major issue mentioned to the MTE team during meetings with GoN officials and especially MoHA was the feeling among them that they were not consulted sufficiently by UNDP; they stated that in some cases decisions made through PEB were not followed-through by UNDP/CDRMP. The MTE Team also understands that the inability to formally sign off Minutes from PEB meetings in 2013 has been a major sticking point with the Government. At the technical level, there was a lot of friction. It is not the role of the MTE team to fix this problem, but it is clear that UNDP and the GoN need to improve relations as it is adversely impacting on the CDRMP and its future impact. DFID also reported some difficulties with UNDP/CDRMP, namely delays in reporting to DFID and a lack of follow-through, in their view, on their assessment of CDRMP’s successes and difficulties.

Despite difficulties, several international Agencies and donors have an overall positive opinion of the CDRMP. Some recognize the challenges, especially of getting results at the district level, and about the Government’s limited absorbing capacity. One in particular commented on how it is difficult to move from outputs to outcomes, and tough to see CDRMP’s results.[[42]](#footnote-42) Many of the stakeholders placed great expectations on CDRMP and on UNDP in building Government’s capacity, but understood that it is too early to show impact after only two years.

Some of the stakeholders stated that the CDRMP had a good activity level, but they expected more policy guidance from CDRMP as well as from UNDP in its role as Lead of Flagship 5. Some partners pointed to the need for increased focus on policy and on south-south collaboration for implementation of CDRMP activities. There was agreement among a few partners that the weakness of implementation and occasional poor performance in DRR at district level goes beyond EOCs or CDRMP; the fact that EOCs are 50% operational needs to be contextualized in terms of weak capacity at district level. It was noted that the districts that perform poorly on DRR issues, also perform poorly in other sectors (such as health, education, etc).[[43]](#footnote-43)

One area of discussion with a few partners as well as a few GoN representatives was on the issue of embedding of staff –as a possible transition to NIM/DIM modality. There were no specific suggestions regarding embedding of UNDP/CDRMP staff in a couple of GoN line Ministries; but there was some interest in exploring options. Discussions also touched on possible future modalities of cooperation with GoN.

The BCPR Mission recommended that DRM in Nepal should be broad-based; the MTE team agrees that CDRMP should not only strengthen its relationship with MoHA and GoN, but should also diversify its partnerships, working with other institutions at national and local levels, along with central ministries.

### Coordination with Nepal DRR Consortium /Flagship 5

As in the case of Clusters, partners have many expectations on a Lead agency, as is the case for UNDP as the Coordinator for Flagship 5. Some of the partners would have liked UNDP to take on a stronger leading role in Flagship 5; there was a perception that there was a lack of strategic vision beyond the work of the CDRMP. There was also some confusion between the roles of UNDP and CDRMP, given that CDRMP makes up the majority of the work of Flagship 5. There were expectations also from partners in other Flagships for UNDP to support their initiatives at the policy level.[[44]](#footnote-44)

The issue of the need for a firewall came up in many of the interviews/discussions with stakeholders in Kathmandu. The MTE team, however, understands that UNDP/CDRMP senior management are aware of this and are already making some changes—in terms of internal reorganization, staffing for CDRMP (a national technical adviser will be hired to report to the new CDRMP Programme Manager) and hiring a dedicated staff for the Flagship 5 role.

Some of the donors/stakeholders stated that for better sustainability, there was a need for UNDP to develop better communication and coordination among Flagships. [[45]](#footnote-45)

### UNDP’s Comparative Advantage

UNDP is one of few international organizations able to operate ‘at scale’ across multiple programme areas, before, during and after the outbreak of a crisis/disaster. This work directly links to the broader UNDP emphasis on achievement of the Millennium Development Goals and to UNDP cross-cutting priorities such as women’s empowerment, and gender-sensitive DRR programming. [[46]](#footnote-46)

UNDP’s comparative advantages at global level are perceived to be its on-the-ground presence; close partnership with governments; role as a bridge between humanitarian, peace-building and development efforts; and its role in governance and institutional change in the management of disaster or crisis.

Yet, many critics point to the wide scope of UNDP focus as a weakness when resources and activities are spread too thinly. Country Offices have not always matched the inherent ‘worth’ of an activity against the likely impact it will have in achieving wider organizational goals. Also, there is a tendency to continue implementing some activities with insufficient staff and/or financial resources when their continuing relevance is questionable, or when there are other international organizations better equipped to deal with them[[47]](#footnote-47).

The CDRMP is a complex programme and has been a service provider for a few of the components, such as providing equipment for EOCs, fire fighters equipment, and technical expertise on building codes. These are not traditional features of UNDP at global level. Based on discussions with several partners and donors in Kathmandu, it seems that UNDP and CDRMP have filled in this role in cases where other partners were not identified, in line with UNDP’s role as the Coordinator for Flagship 5 and its support mandate across Flagships, similar to the Clusters system’s of “provider of last resort” approach.

At country level the need for sustainability can sometimes clash with the desire to deliver results quickly and through direct implementation through project support units, operating in parallel to the national public sector, as is the case in Nepal with CDRMP.

The UNDP EO Evaluation[[48]](#footnote-48)found in 2013 that UNDP operational effectiveness and efficiency has been improving, with clear evidence that the organization can now respond more rapidly and more effectively to requests for assistance in the wake of conflict and disaster events. Continuing improvements are needed, however, as the logistical, recruitment and procurement procedures UNDP uses remain in many cases insufficient to the demands of a highly fluid post-conflict/post-disaster environment. Some of the criticism by partners and government in Nepal focused on the cumbersome financial/bureaucratic lengthy procedures of UNDP/CBRMP[[49]](#footnote-49).In the case of the CDRMP, the MTE Team notes that there are very many activities being carried out in six components in many districts, yet there is the sense among the team and also key actors interviewed by the team that it is difficult to see concrete results.[[50]](#footnote-50) Procurement activities or training of masons or fire fighters, for example, seems to take precedence over focusing on the big picture and policy work at national level in support to all these activities. Weakness in the M&E framework within the CDRMP also makes it difficult to see results.

### Modalities of Partnership and Coordination

UNDP globally uses DEX and NEX modalities; the NEX/NIM modality of implementation has ‘the potential to enhance sustainability as it promotes national ownership and also develops national capacity in critical programme management areas such as financial management and procurement”[[51]](#footnote-51).The NEX/NIM modality, however, has disadvantages in a disaster situation when the Government has limited capacity to manage the response[[52]](#footnote-52).

The CDRMP currently uses a DEX/DIM modality, given the need for capacity building and extensive support in preparedness, response and early recovery at the start of the programme. During several meetings with the GoN (MoHA and key line Ministries), government officials raised concerns about the continued DEX/DIM modality in the programme. Ownership by the GoN is the key issue as is –in their opinion— the perceived insufficient consultation by CDRMP in the first biennium.

Most of the officials the MTE team interviewed would like a NEX/NIM modality for a Phase Two, although informally a couple agreed that a phased transition with a combined NIM/DIM modality might also be agreeable, as long a they feel they are being consulted.[[53]](#footnote-53)

A DEX/DIM modality might be harder to justify in a Phase Two; and a 20/80 (or 40/60) DIM/NIM hybrid model might have some merit. It would focus on capacity building again in this phase, but it would also lead to increased Government’s ownership and accountability.

The MTE Team is aware that the GoN and particularly MoHA is adamant that Phase Two be in NIM mode; but the MTE Team is also cognoscente of the capacity gap which is unlikely to be met in the last two years of the programme; hence, the recommendation to have a hybrid NIM/DIM modality which responds to the GoN wish to implement the project, while still providing guidance and capacity.

**UNDP as service provider**: UNDP has yet to strike an optimal balance globally between direct programme implementation and national implementation in many post-conflict and post-disaster countries, as in Nepal. Direct service delivery may escalate the achievement of specific outcomes and may be initially necessary to safeguard against corruption. However, it also runs the risk of weakening institutions that countries must rely on over the long term[[54]](#footnote-54). The CDRMP model worked well and was relevant to kick-start the project during the first two years; but in Phase Two the modality might need to be modified to better fit current needs, and to be better aligned with the GoN’s recommendations.

**Sustainability**: A combined hybrid NIM/DIM modality might also lead to more sustainability. Sustainability of results in the DRM area varies from CDRMP component to component; it depends on capacity, political will etc. Likewise design for sustainability varies from component to component in terms of capacity and government’s ownership (please refer to Chapter 3 above for additional information on the 6 components).

There are also sustainability challenges in community-based interventions, as CDRMP targets the most vulnerable groups, with limited social and physical assets; consequently, as the MTE team observed during the field visits, the results achieved are fragile, and often not sustainable.

## Constraints, Challenges and Opportunities

**Overall:** The CDRMP faces constraints, challenges but also has opportunities in the next few years, including:

**Sustainability:** Enabling a country to take more effective and sustainable actions towards DRR/recovery is a challenge. This gap exists in Nepal as in most disaster-response efforts at global level, since governments and donors become focused on short-term, direct-impact solutions addressing immediate problems of affected populations, such as livelihoods, housing and public infrastructure. UNDP’s value added is its flexibility to design longer-term recovery programmes to suit country-specific needs and priorities within the disaster context.

**National ownership:** UNDP can play a stronger role in national and international partnerships because of its extensive country-level presence, well-established relationships with governments, neutrality and strong programme support in key areas of development. However, this value added is not always used effectively enough for UNDP to play a leadership role in areas related to recovery, early recovery and disaster risk reduction. UNDP has not always been successful in building on its strengths at the national level, particularly in terms of development-related support. This presents a challenge in Nepal affecting the CDRMP.

A recent report on DRR[[55]](#footnote-55) noted that while strong partnerships are found with local governments and at the community level, UNDP has not always leveraged them to inform national-level processes and strategies. More reactive engagement and the lack of a clearly thought-out strategy for seeking partnerships have limited UNDP’s contribution in disaster settings. While UNDP has made progress in supporting early recovery cluster coordination, its potential role at the national level has been challenged by a number of issues, including communicating the need for such an approach and facilitating wider coordination and national ownership. Similarly in Nepal, where Flagships are the coordinating structure instead of Clusters (that are perceived to be humanitarian, but in reality could have been successfully extended during the early recovery phase), UNDP needs to focus on wider coordination policy guidelines.

**Partnership with GoN**: It is challenging to work without a new DRM Act and to navigate among several Ministries in addition to the key government counterpart, MoHA.

**Coordination with the NRRC:** Currently, the GoN and other partners do not perceive Flagship 5 as having made a significant expansion beyond the CDRMP, although the Flagship workshop held in early 2013 strongly indicates the intention to do this and to establish an advisory group for the Flagship.

NGOs and INGOs tended to view Flagship 5 in a different light to the other Flagships, namely, as an opportunity to create an advocacy platform on policy issues with GoN. The extent to which this is a realistic expectation is questionable. Operational partners in each of the Flagship areas clearly see a role for Flagship 5 in assisting with the policy components of their own Flagship areas. To date, partners in other areas of the NRRC have seen UNDP as principally focused on its own programme. The NRRC Review and the Flagship 5 workshop pointed these challenges:

* A perceived lack of strategic vision beyond the UNDPs own work;
* Other Flagships expecting Flagship 5 to support their initiatives in the policy sense.[[56]](#footnote-56)

There are high expectations of Flagship 5; so far, however, UNDP has undertaken a large number of activities, almost exclusively implemented under the CDRMP. There is a lack of a broader strategic objective to date.  Effectively, partners view Flagship 5 as having two key components: one, the strengthening of systems via the CDRMP; and two, provision of a thematic group on policy and institutions (which could be considered a cross-Flagship component)[[57]](#footnote-57).

### Constraints and Challenges/ CDRMP/6 Components

During its implementation, the CDRMP experienced several constraints and challenges, which are briefly described below.

**UNDP complex programme management and administrative procedures:** as several partners have remarked, UNDP/CDRMP has complex and lengthy procedures that sometimes hinder programme performance and effectiveness. While quality, transparency and accountability in procurement and project approvals should not be compromised, more efforts are needed to simplify UNDP’s administrative procedures to better suit implementation requirements during disaster emergencies.

**UNDP plays multiple roles in post-disaster situations:** The 2010 EO Thematic Evaluation on DRR[[58]](#footnote-58) found that UNDP support to disaster recovery lacks a strategic focus and has not been used effectively to strengthen national ownership and capacity. This is also the challenge in Nepal, where UNDP/CDRMP plays multiple roles including support for short-term micro-level activities, UNCT Coordination, Flagship 5 Coordination role, and providing longer-term recovery support for strengthening administrative systems and improving government capacities. Evidence suggests that these various roles are not always clear to disaster recovery partners, and some partners confuse the roles of UNDP and CDRMP in relation to Flagship 5.

**Gender and Social inclusion**: UNDP programmes often narrowly construe the presence of women in community-level interventions as addressing gender concerns. This fails to take into account the extent to which women have the opportunity to participate in leadership positions and the extent to which their perspectives and aspirations have been considered. The CDRMP has strived to correct this through the GESI programme, but more work is needed in the next biennium.

**Absence of a new DRM Act**: Despite strong efforts by the CDRMP, the task of strengthening National and Local Governments and Institutions for DRR has been slower than anticipated, also because the Disaster Management Act is still on hold in the Parliament, and all the DRM initiatives are still based on the existing National Disaster Relief Act which largely focused the ‘relief work’, not ‘DRM’. There is a weak link between existing laws governing DRM and land use planning.

**Commitment of key stakeholders:** The awareness of DRM among the government stakeholders is inadequate and DRM is still a low priority for some. Governance systems and political/leadership gaps contribute to a difficulty of implementing DRM work with key ministries, departments and municipalities.

**Standardization of training programmes:** An inadequate number of trained masons for new building construction and retrofitting work still a challenge**.** Enforcing policy changes, such as building codes, is still inadequate

**Programme coverage vis-à-vis quality of progress:** Because CDRMP has many small activities that are geographically scattered, the CDRMP has focused on the implementation of the ‘project’ rather than policy advocacy and reform.

**Knowledge management:** Perceived weak information-sharing by CDRMP with partners and weak knowledge management are challenges.

### Opportunities

The MTE team noted that there might be a few opportunities for CDRMP/UNDP to work in the DRM sector, which are briefly listed below.

* The New DM Act will provide many avenues to contribute in DRM sector in collaboration with DRM related agencies.
* Organizations working in DRM sector have experience, willingness, and commitment. This would be a good opportunity for CDRMP to compile all experiences and to develop a DRM model.
* Good foundation and environment for the implementation of NBC and RSLUP, as NBC is in place since 1993, LSGA since 1999, and the Building Act since 2003. The Ministry for Urban Development established in 2012 and has created many avenues to work in the DRM sector, particularly NBC and RSLUP.
* The composition of the CDRMP covers the work of many Flagships; so there are ample opportunities for CDRMP to learn from other flagships (especially Flagship 4).
* CDRMP could further foster the Public-Private-Partnership (PPP) in its programme. The partnership with TELECOM, HPL was already initiated for the installation of EWS. Equally, the rapid growth of communications in Nepal could be exploited for making EWS more reliable. Mobile Phone and FM Radio could also be linked with the community based EWS.

## Lessons Learned

**Overall:**

Comparative advantage**:** the value-added of UNDP/CDRMP’s involvement in DRR/DRM needs to be considered in the context of the many other actors providing this type of support, including other UN Agencies, non-governmental and community-based organizations**.**

CDRMP/Six Components:

* Transparency and accountability are necessary to win the trust of communities/district/national level stakeholders. In the CDRMP, DRM-led institutions are given significant roles (a sort of DRM ambassadors) by involving them in the entire DRM cycle—at the community level.
* Schools can provide a centre of knowledge sharing and dissemination.
* Knowledge built among students at schools was shared with a large numbers of families. When students share what they learn at school with their families, communities are educated.
* The first aid and search and rescue trainings were effective because the standard training curriculum was modified to suit people’s interests, age, proven knowledge. Innovative and ‘solution-centric’ capacity-building initiatives can support the rights of communities and individuals.
* Simulation/drills, street theatre and videos were effective tools to teach about preparedness.
* Though the project’s focus was largely on disasters such as floods and earthquakes, it heightened the interest of the programme communities by disseminating information on other hazards, including fires, wildlife attacks, thunderstorms, and epidemics.

Coordination with NRRC**:** based on Flagship 4 model, having a full time advisor focusing on the coordination of Flagship 5 would improve performance. Only Flagship 4 has generated a strategy and common vision among partners. It also has the strongest partnership between the lead Ministry and the Flagship coordinator, as well as the strongest information management platform. These results were also made possible because of the dedicated post for the Flagship coordinator, and that, in the creation of this post, the role has retained strong institutional support. Cased on Flagship 4 model, having a full time advisor focusing on the coordination of Flagship 5 would improve performance and begin to address some of the concerns and requests by partners to UNDP in its role of Flagship 5 Coordinator[[59]](#footnote-59).

## Good Practices:

CDRMP Community-based multi-hazard risk assessments and the formulation of a comprehensive plan at watershed/river basin level led to co-financing and increased collaboration among government agencies and stakeholders.

**South—South Cooperation**:

UNDP/CDRMP is beginning to exploit new opportunities using South-South cooperation. Benefits include the relatively swift deployment of personnel who have a better understanding of the country/regional circumstances, as well as the use of appropriate technologies and techniques. This is especially true in cases where sufficient local government capacity will take a generation to build. The MTE team observed a best practice of South-South collaboration in the CDRMP—when in a few components, South-South collaboration was reached with India, China and Bangladesh in some of the CDRMP activities, as in training activities, for example.

**Flagship 4 Model**: Flagship 4 is widely considered to be the success story of the NRRC in Flagship-management terms, a good practice. IFRC took on the role of Flagship 4 coordinator with a strong commitment; in 2012, the Flagship became the only one with a dedicated coordinator position. The partnership between MoFALD and IFRC is considered to be strong, and MoFALD owns the Flagship. Partners view the coordination and information management efforts within the Flagship as enabling the avoidance of duplication in programming.

**Gender and Social Inclusion**

* UNDP/CDRMP has achieved a measure of success with expanding opportunities for women to participate more fully in the emerging political and legal and DRM landscape of Nepal. The MTE team (during Focus Group discussions) observed how much more empowered and vocal were the women who had participated in CDRMP training. Some of the women commented how the training in early warning, or first-aid, for example, had given them more confidence and a voice in the community.
* Notable successes included the expansion of female participation at community level (Chitwan, Dolakha) and better access to information. The push toward a gender-sensitive DRR is also noteworthy.

# Conclusions

**Relevance**

**Conclusion:** The MTE team found that the project was very relevant in reducing disaster losses, both human and physical, in Nepal and help people in coping and recovering from disasters through capable and resourceful national DRM system and mainstreaming DRR issues in all sectoral plans and programmes.

**Conclusion:** UNDP/CDRMP might consider the option to embed staff (2 or 3 initially on a trial basis) in a couple of Ministries --as a transition to a hybrid NIM/DIM modality.

**Achievement of Results**

**Conclusion (Component 1):** CDRMP largely supported key ministries and national training institutions to identify institutional gaps, develop policy and guidelines, strengthen institutional capacity in order to mainstream DRM in GoN’s plans and programmes. In addition, support was also provided to develop a Risk Sensitive Land Use Plan framework which requires a greater level of partnership/collaboration with development partners.

**Conclusion (Component 2):** The analysis showed that CDRMP contributed in integrating DRM and CRM issues into GoN plans and programme through strategic linkages between/among sectoral ministries. It also supported the consolidation and harmonization of DRM and CRM issues in the sectoral plans.

**Conclusion (Component 3):** The achievements show that CDRMP initiatives in reducing climate risk largely appeared to have followed a right track, but at a slow pace.

**Conclusion (Component 4):** The findings suggest that UNDP/CDRMP seems to be slightly derailed from its strategic role of and support for standardization and module building in CBDRM.

**Conclusion (Component 5):** The MTE concludes that the EPR component of the CDRMP has, to a greater extent, contributed to develop national and district disaster management plans, improve emergency capacities through building network, and prepare an earthquake response plan for Kathmandu valley.

**Conclusion (Component 6):** CDRMP through this component has contributed to the establishment of a Country Response Team at UNDP and the drafting of an outline of the National ER Framework with strengthened early recovery network and early recovery clusters. Further, CDRMP helped introduced retrofitting technology in constructing schools, as per the principle of ‘Building-back-better’.

**Effectiveness and Efficiency**

**Conclusion:** Based on interviews with key stakeholders, key issues include establishing the NDMA, increasing implementation rates and improved relations with GoN.

**Impact and Sustainability**

**Conclusion:** Enabling a country to take more effective and sustainable actions towards DRR/recovery is a challenge. This gap exists in most disaster-response efforts, since governments and donors become focused on short-term, direct-impact solutions addressing immediate problems of affected populations, such as livelihoods, housing and public infrastructure. UNDP has the flexibility to design longer-term recovery programmes to suit country-specific needs and priorities within the disaster context. This includes transparent systems of management, since disaster response and recovery often involve huge outlays of public resources.

**Monitoring and Evaluation (M&E)**

**Conclusion:** Specific indicators or benchmarks have not been established for UNDP work in crisis environments, and globally there is no consistent practice for setting baselines at the outset of country-based projects in order to track progress. Similarly, the CDRMP did not have sufficient baseline data; more focus on M&E would be beneficial as the CDRMP enters the next biennium in an evolving political and disaster context in Nepal.

**Conclusion**: CDRMP has been practicing an M&E framework to track various activities, monitor all progress and achievements against annual work plan and results of the programme, promote new learning and gains, assess whether the project is on-track to achieving its targets. More work needs to be done on evaluation of completed programme components and their impact on the population.

**Cross Cutting Issues**

***Capacity Development***

**Conclusion**: The MTE found that several training programmes have been delivered; however, the capacity of the participants to absorb delivered contents has largely remained weak. In addition to this, the capacity of stakeholders to use the disaster related equipments is inadequate[[60]](#footnote-60).

**Conclusion**: A large number of activities are being pursued under CDRMP, spreading financial and human resources very thin. Scaling up of programme would have serious capacity implications, as the CDRMP staff is already overstretched.

***Knowledge Management***

**Conclusion:** CDRMP has supported the promotion of knowledge management on DRR in Nepal only in part so far. Knowledge building is a long-term perspective and requires a long-term commitment.

***Gender and Social Inclusion (GESI)***

**Conclusion:** Addressing social and economic vulnerability requires a comprehensive programming approach, involving joint programmes in areas such as poverty reduction, sustainable development and governance.

**Conclusion:** CDRMP through its various interventions has helped promote social inclusion, gender equity, and gender empowerment, particularly at the community level. Continued efforts for empowering women remain extremely important.

**Coordination and collaboration**

**Conclusion:** The MTE team is aware of the recent discussions at the CO on this issue and of the recent Evaluation of the NRRC. [[61]](#footnote-61) It is also aware of current discussions regarding the importance of creating a broader view of DRR for Flagship 5. The MTE team understands that the NRRC, including Flagship 5, has a strategy aligned with the National Strategy, and that there are calls for UNDP --as the Coordinator of Flagship 5-- to develop a stronger vision at strategic/policy level beyond the CDRMP.

**Conclusion: Flagship 5**: It is noted that the Flagship system faces some of the same challenges of Clusters and Inter-Cluster issues, namely, a high level of expectations put on the Lead Agency (in this case the Flagship 5 Coordinator/Lead/UNDP) as well as accountability challenges. In light of new national legislation it might make sense to focus on **policy guidelines** — the MTE team understands that these issues are being considered by UNDP at present.

**Overall Conclusions**

**Conclusion**: **New Opportunities in the next biennium and beyond**: The recent developments in August 2013 with the establishment of a Division (and staff) dealing with DRM in MoHA (expanded from a unit, and which will play a key role up to the time when the NDMA will be operational) bring a new opportunity for better collaboration between MoHA / line Ministries and UNDP/CDRMP. In addition, the MTE team understands that the new Disaster Management Act will also be launched in the near future and it also means Nepal is entering a new phase that UNDP/CDRMP should seize as an opportunity for more harmonious relations.

These positive developments at the national level are also supported by an internal change at UNDP/CDRMP. The CDRMP is now structurally back as part of the Environment, Energy, Climate Change Unit, now renamed the Environment, Energy, Climate, Disaster Risk Management Unit at UNDP CO. The new structure and firewall between the UNDP role in Flagship 5 as well as the planned additional staff (National Technical Advisor reporting the National Programme Manager) and increased quality assurance and oversight should ease tensions with MoHA and the GoN in general and launch a new phase of hopefully closer cooperation. The Programme, entering the second biennium should have a clear Exit Strategy.

**UNDP’s Role as Flagship Coordinator in NRRC**

**Conclusion**: The MTE team concurs with the NRRC Review that It is important for Flagship 5 to create a broader view of risk reduction which “would involve establishing an agenda for the Flagship in a way that several agencies could work together and influence the Government, with or without a specific linkage to programme implementation”. [[62]](#footnote-62)

**Conclusion**: UNDP has been supporting the NRRC, in Flagship 5, but also participating in Flagships 3 and 4. Flagship 2, now that OCHA is winding down in Nepal, will also require some attention. Partners have high expectations of UNDP for Flagship 5 and across Flagships.

**CDRMP’s vision**

**Conclusion:** CDRMP should help promote a vision of DRR in Nepal, based on strong systems and institutions. CDRMP should also contribute to reforming the DRR system.

**Conclusion:** Given that UNDP/CBRMP have agreements in place with the GoN and partners, the MTE team realizes it might be difficult to make big changes in the current biennium; however, UNDP could strategize on ways to pave the way for the transition to a possible Phase Two with a hybrid DIM/NIM modality. The next biennium could be a transition phase during which activities would be consolidated, transferred, or some concentrated in fewer districts to achieve maximum synergy and impact.

**Conclusion:** More efforts are needed in the next biennium to go beyond short-term interventions, to better engage development stakeholders and to enhance national ownership.

**Conclusion:** A DEX/DIM modality might be harder to justify in a Phase Two. In addition, Government officials that the MTE team interviewed preferred a NEX/NIM modality for Phase Two, although informally a couple agreed that a phased transition with a combined NIM/DIM modality might also be agreeable, as long as they are consulted. A hybrid mixed modality (a 20/80 or 40/60 DIM/NIM model) might have some merit. It would be more realistic as it would focus on capacity building again in this phase, but it would also lead to increased Government’s ownership and accountability.

**CDRMP overarching conclusion:** Based on field visits, focus groups discussions, meetings with the GoN and other key stakeholders, as well as the desk review, the MTE team concludes that the CDRMP has shown some good results overall in the first biennium--especially considering the fact that until recently DRM in Nepal was mainly focused on response.

The MTE team finds that the CDRMP is a good programme, with well-defined components contributing to DRR. It has committed, hard-working and qualified implementation staff, and availability of resources. The Programme provides a good opportunity for mainstreaming DRR in Nepal and strengthening national institutions. There has been some progress on linkages with other sectors and the MTE team observed good progress in several of the sub-components of all 6 Components. It might be useful to strengthen knowledge management and increase information-sharing and visibility of the CDRMP. The individual results in separate activities have not however led to overall impact of results and sustainability yet.

The MTE team believes that the CDRMP –after the initial kick off of the past two years—should now start moving beyond a focus on small scale activities, such as road slope stabilization, river training, etc, training programmes and procurement; the CDRMP staff appears over-stretched, managing too many activities in several districts, in addition to work at the national level. Currently, the activities are spread too thinly, across too many districts, with little chance of synergy among them. In addition to geographic coverage, CDRMP also needs to focus on its areas of comparative advantage (policy, quality assurance/standards, liaison with government at national and local levels) and consider leaving other activities (masons' training, for example) to other agencies or NGOs. The MTE team acknowledges that the selection of districts was in response to disasters (i.e., the 2011 earthquake in Ilam, floods) and to ad-hoc requests by the GoN and partners. However, now that the Programme is entering its second biennium, a consolidation of activities might be in order. This might also ease pressure on project staff to cover too many activities/districts.

# Recommendations for Strengthening CDRMP

1. **Implementation arrangements (Capacity-building, Coordination, and Technical Assistance)**

* UNDP should consider providing support to the Ministry of Home Affairs and other line Ministries by appointing a small team of resource persons who can provide technical and coordination support to these ministries on a full-time basis. It would enhance the implementing capacity of the MOHA and line ministries, and improve coordination between UNDP and these ministries. However, such a support should be provided in a very selective way (two-three resource persons), based on ToRs that contribute exclusively to the CDRMP implementation.
* The current programme is following a direct implementation (DIM) modality. The present modality should continue, though with calibrated changes whereby certain elements of NIM modality be included in the implementation arrangements. A more consultative process should characterize the entire project implementation process, and on certain important issues such as recruitment of project personnel, resource allocation, and initiation of new partners, the concurrence of the implementing partner should be the norm. It is important that UNDP should be consultative on important issues pertaining to the project implementation in letter and spirit, build mutual trust and confidence with the government through regular meetings, and work together in a mutually reinforcing and rewarding manner. UNDP needs to make deliberate efforts to improve the level of trust and confidence with the Ministry of Home Affairs.
* A Project Executive Board (PEB) involving key ministries of the government guides the project management. It is recommended that a schedule of PEB meeting is agreed upon in advance and a simple system for tracking the implementation of the decisions of the PEB be established.
* The programme as a whole and each of its six components require significant technical inputs. The MTE recommends that a Technical Advisory Group (TAG) involving Nepali experts be established to provide necessary technical inputs to the programme. Under the guidance of the PEB, the CDRMP programme management should set up a formal or informal system to periodically draw upon the TAG.
* There should be just one TAG, with various sub-groups, dealing with different components. These sub-groups would include subject experts and be convened for discussing different components of the programme. The experts which are included for the purpose of land use planning and building codes would be included in the TAG sub-group for earthquake risk reduction, while experts on emergency preparedness should be part of the sub-group on disaster response. It is important that TAG does not become another bureaucratic layer in the implementation of the programme. It should primarily be a forum for providing technical direction and enhancing the programme impact.
* Capacity issues: The UNDP Country Office has serious capacity gaps to provide technical inputs and quality assurance to CDRMP. At the moment, there is only one programme officer serving this function. The MTE recommends that the CO brings on board additional capacity in the form of at least a disaster risk reduction advisor to support the programme. It is an urgent requirement, which must be addressed immediately. The CO should also utilize its regional and global resources as well as South-South exchange for accessing expertise.

1. **Programme Coherence**

* The CDRMP was intended to be ‘comprehensive’ yet strategic programme. However, in some ways, the programme seems to have spread itself too thin. The six components have largely focused on delivering a large number of activities, without fully exploiting the potential synergies between them. For example, the work on Emergency Preparedness and Response (ERP) and Early Recovery (ER) components needs to have strong Institutional and Legislative Systems (ILS) underpinnings. Similarly, there are obvious inter linkages between climate risk management, community-based disaster risk management and institutional and legislative systems. The coordination among the agencies dealing with these issues at the national level, and their convergence at the district level should be the direction in which the CDRMP should direct its efforts. The MTE recommends that the programme team conducts a detailed stocktaking of ongoing activities, identifies such horizontal linkages and includes these in the work plan for 2014-15. Where possible, this should entail geographic refocusing of activities so that the programme components converge and achieve most optimal impact.
* In the first half of the programme implementation, the CDRMP has placed greater emphasis on emergency preparedness aspects. In the second half, the programme should consolidate this work and at the same time place greater emphasis on risk reduction aspects of the programme. Under the guidance of the PEB, the programme should take stock of all the ongoing EPR activities and consider transferring some of the activities to other agencies which would be willing to take responsibility under Flagship 2. For example, Search and Rescue (SAR) training, while valuable is not in UNDP’s area of expertise, and it would be useful if any other agency or even the MOHA can take the responsibility for this activity. UNDP’s role in SAR should be in helping establish appropriate institutional arrangements for ensuring the effectiveness and sustainability of SAR capacities.
* Where emergency response facilities have been set up, UNDP should utilize the programme resources to make them more efficient and operational. How these response facilities can be supported institutionally and sustainably should be the objective of UNDP’s efforts. So instead of setting up more EOCs in the district headquarters, UNDP should emphasize their professional functioning. It could include training EOC staff, preparation of EOC manual, and its alignment with disaster management plans.
* In re-evaluating UNDP engagement in the numerous activities currently underway triple criteria of affordability, scalability, and sustainability should be applied. It is critical that emphasis on any one component should not lead to a skewed implementation. At the same time, UNDP should be able to present a system of disaster management system which is well within the Government of Nepal’s capacity to support and sustain. It should be careful about not setting up systems, for which there is no maintenance resources.

**3. Monitoring and Evaluation**

* At present, the M&E system is largely tracking activities and expenditures. It is difficult to get a clear sense of what progress is being made in terms of real world change. For example, valuable work is being done towards the implementation of building codes. However, it is hard to gauge whether (and to what extent) this is leading to greater levels of compliance in the building construction industry. The MTE recommends that the outcome indicators be reviewed to better capture results and where necessary investment be made in establishing baselines and calibrating realistic targets. Such an exercise at the mid-term of the programme will also be valuable in capturing lessons and ascertaining the validity of the ‘theory of change’ behind each programme component.
* An M & E expert needs to be invited to work with the CDRMP team to develop the outcome and output indicators. The M & E expert should also be supported in developing a reporting system which tracks the outcomes against the baselines. The BCPR can also provide support towards developing M & E system for the CDRMP.

**4. Coordination and collaboration**

* The CDRMP is UNDP’s major contribution to Flagship 5 of the Nepal Risk Reduction Consortium (NRRC). In addition, the programme contributes to Flagships 2 and 4 of the NRRC. While the coordination of Flagship 5 is clearly outside the scope of the project itself, it is important that the programme consciously takes into account the larger cause of the NRRC. The leadership of Flagship 5 presents a significant opportunity for the CDRMP. The CDRMP can get a lot of data and information, which can strengthen its strategy, improve its linkages and add value, both by way of technical assistance as well as monitoring support, to ensure that the Flagship 5 interventions are being fashioned as per UNDP mandate. So the programme should develop a stronger linkage with the Flagship 5, with a strategy of influencing other partners and stakeholders. It requires a fine balance between a leader and implementing agency, which UNDP must strive to achieve.
* The MTE recommends that the programme specifically discusses its contribution to the NRRC Flagships with their respective coordinators to reorient its activities such that the CDRMP plays a more strategic role and contribute meaningfully to the larger objective of the NRRC. A continuous and constructive interaction with the NRRC Secretariat as well other Flagships can improve its coordination with many stakeholders and strengthen its M & E arrangements. The NRRC review report and its recommendations regarding UNDP’s participation should play an important role in reorienting the CDRMP. Within the project, the NRRC review report needs to be discussed and its recommendations need to be addressed in a feasible way.
* Though not fully mentioned in the programme document, the MTE recommends that CDRMP provides much-needed support to the government to further enhance its capacities to strategically engage on globally important agenda such as HFA 2 and post 2015 MDGs, and provide necessary assistance for meaningful participation in the ISDR Global Platform discussions and follow-up action planning. Likewise, the MTE further suggests that CDRMP continues to provide support to manage NRRC Secretariat in line with the recent NRRC review recommendations.

**5. Gender and Social Inclusion (GESI)**

* A well-considered gender orientation needs to be introduced in the DRR institutions at the national and district levels. Gender, equity and social issues need to be included in DRR policies and government programmes. Gender considerations need to be integrated in all the capacity-building and knowledge management activities.
* In the development and early warning system and recovery preparedness efforts, gender issues need to be included. A deliberate effort needs to be made for capacity-building of women social workers, health personnel, and other officials in disaster management. These are the areas which need special attention.
* A few important gender-based indicators need to be developed for the purpose of monitoring and evaluation. The M & E Framework should also include collection, analysis and dissemination of gender disaggregated data.

**6. Knowledge Management**

* CDRMP should be selective about partnership for knowledge management. It should identify one or two well-recognized institutions, and seek to develop mutually rewarding collaboration for various knowledge management activities which include higher education in disaster management, publications and other training activities. Setting up a national resource center in disaster management in a national academic / research / training institution could be an important knowledge management strategy.

***Specific Recommendations for the six Programme Components***

**a. Institutional and legislative Systems (ILS)**

* Given the political transition currently underway in the country, it is uncertain if the enactment of the disaster risk reduction legislation and establishment of NDMA will take place in the near future. The MTE recommends that in the interim the programme supports the capacity development of the newly created division in the Ministry of Home Affairs. This could include supporting the three units under the division in articulating their functions and short term capacity support through resource persons / project officers to assist the senior officers managing those units.
* Pending the approval of disaster legislation and setting up of the NDMA, there is a proposal to set up a division for disaster management in the NDMA. The project can come up with an outline and structure of the Division, and provide technical advice on related matters.
* During the course of the MTE, the evaluation team found that a number of agencies of the government are proposing district level mechanisms for a plethora of inter-related issues ranging from disaster reduction to disaster response to climate change adaptation. There is an identified need to bring about coherence in these mechanisms to make the most of existing capacities at the district level. MOHA (and MOFALD) has already constituted a task force in this regard. Flagship 4 is playing a key role in the process. As a leader in the area of ILS, the MTE recommends that CDRMP plays a key role in supporting the rationalization of district level mechanisms for disaster management through direct technical support as well as sharing of experiences from other UNDP programme countries that have addressed similar issues.
* Financial arrangements: The MTE recommends that the CDRMP builds on the study (on financial arrangements) supported by UNDP in 2009 and develops more concrete proposals for the consideration of the Government of Nepal to rationalize financial arrangements for disaster reduction and recovery in Nepal. (new) This is an area of advocacy, and the project should engage in presenting a strong rationale for financial services and mechanisms for disaster risk reduction.

**b. Strategic linkage with key development sectors**

* The MTE recommends that the CDRMP prioritizes mainstreaming disaster risk reduction in two sectors: physical planning and water sector. Progress has been made in both these sectors (e.g. work with Ministry of Urban Development in risk sensitive land use planning) and the remaining two years should be used for consolidating this delivering concrete risk reduction results. With the assistance of M & E expert, a few indicators should be developed to measure and monitor progress in the area of DRR mainstreaming.

**c. Climate risk management**

* Under this component, the MTE recommends that the work at the local level in the six watersheds be consolidated to inform national programmes and support replication in other parts of the country. Additionally, the support from Integrated Climate Risk Management Project should be used to develop scalable initiatives at the local level to demonstrate how integration of disaster risk reduction and climate risk management can be brought about in a practical manner. As several initiatives are likely to be developed in this area, the consolidation of activities, visibility of results, and measurability of impacts are the critical issues, while implementing the component. With the assistance of M & E expert, a set of indicators need to be developed with regard to this component.

**d. Community-based disaster risk management**

* The MTE concludes that UNDP’s comparative advantage is in supporting ‘system building’ as opposed to implementing disparate community level initiatives. The NRRC Flagship 4 has already developed and implemented ‘nine characteristics’ of a disaster resilient community as a contribution to standardization. UNDP should focus on sustainability of CBDRM through appropriate institutional arrangements including linkage with local governments. A strengthened partnership with the Flagship 4, with an institutional support for CBDRM activities should guide the implementation of this component.

**e. Emergency preparedness and response**

* The MTE recognizes the contribution of CDRMP in supporting the establishment of EOC in 26 districts, Search and Rescue training and development of National Disaster Response Framework. The MTE recommends that in the remaining two years of the programme CDRMP prioritizes consolidation of this work to ensure that the these activities lead to actual improvement in emergency response system and capacities. For example, the procurement of equipment of EOCs is only a first step in establishing emergency response coordination capacity at the national level. This needs to be followed up with sustained technical support to the district administration to ensure that each EOC has trained personnel, a tested communication plan, and a functioning coordination structure. In the remaining two years, while recognizing the need for expansion to the remaining districts, it is important that UNDP continues to provide this kind of ‘soft’ support to ensure that in times of disasters the EOCs will actually function.
* The above recommendation also implies that clear results targets are set up at the district and national level. All further training programmes should be geared towards meeting these specific targets.

**f. Early recovery**

* The CDRMP has already taken important initial steps to develop capacities for undertaking Post-Disaster Needs Assessments. In the remaining two years the programme should prioritize development of PDNA guidelines and its localization and develop a cadre of national experts who are trained in PDNA methodology.
* Pre-Disaster Recovery Planning: The MTE recommends that in the remaining two years the CDRMP should prioritize the finalization of a Pre-disaster Recovery plan including agreements on some of the key policy issues related to post-disaster recovery such as institutional arrangements for managing recovery, financial arrangements, assessment protocols, and role of local governments as well as line departments in managing recovery.

Recently UNDP Nepal has provided support for developing an early recovery strategy for Nepal which is currently being reviewed. The MTE recommends that CDRMP should give priority to finalization of this plan and train the relevant officials in the implementation of early recovery strategy through introducing various tools and interventions. It is also recommended that CDRMP should establish/strengthen the early recovery network and train various clusters to include ER priorities in cluster planning in line with the ER Strategy.

**g. Risk Sensitive Land Use Planning and Building Code Implementation**

* The CDRMP needs to work closely with the municipal councils towards the development of risk sensitive land use plan and implementation of building codes. A lot of progress has been made in regarding to introducing the system for implementation of building codes through an automated building permit system. The work needs to be sustained and implemented with the right kind of technical capacities in municipalities. This is the area, which needs maximum attention rather than masons’ training and any other training programme which has a very limited impact if it is only limited to direct training (especially when there are several other actors doing this on a larger scale). The CDRMP should move beyond direct training to institutionalizing a system of training and certifying engineers and masons, improving the course of structural engineering in at least one engineering college, and developing some accountability among the private sector structural engineers and architects.

In conclusion, on the basis of the recommendations made above, a plan of action needs to be prepared by the CDRMP team, which should be discussed further with the M & E mission likely to take place soon. It would clearly chart the future direction of the CDRMP in terms of strategy, capacity, course corrections, and coordination arrangements. The plan of action should be shared with all the important stakeholders, including the Government of Nepal. All the future steps need to be consistent with the plan of action developed by the CDRMP team.

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# Annexes

## ANNEX 1: Component-wise Geographical Focus and Major Partners

|  |  |  |
| --- | --- | --- |
| **Component** | **Geographical focus** | **Major partners** |
| 1. Institutional and Legislative Systems for DRM | At central level, Kathmandu Valley | MoHA, MoUD, MOFALD, NPC, KVDA, DUDBC, KV municipalities,NASC, ADPC, EMI, NSET, Genesis consultancy, Innovative Solutions, MRB |
| 2. Strategic Linkages with other Sectors | Central government, 3 districts (Dadeldhura, Nawalparasi and Saptari through ECHO programme, 25 DDCs through LDTA (initiated in 2013): Mohattari, Sindhupalchowk, Sunsari, Dolakha, Bara, Rukum/Jumla, Saptari, Nawalparasi and Dadhedhura,Makawanpur, Sarlahi, Morang, Syangja, Dhading, Kavrepanchowk, Kailali, Pachthar, Ilam and Dhankuta, Dang, Rautahat, Palpa, Kanchanpur, Lumjung, Taplejung | NPC, Sectoral Ministries, DDCs, LDTA, Tribhuvan University, ADPC, Oxfam |
| 3. Climate Risk Management | Central level - EWS network,  Programme districts: Dolakha, Sindhupalchwok, Rukum, Kaski, Sunsari, Mahottari, Chitwan, Bara, Nawalparasi, Surkhet, Banke, Dadeldhura | MOSTE, DSCWM, DWIDP, DoAD, DDCs, FAO, Oxfam, Practical Action, ECARDS, CDECF, MDF, NPAF, ECO Nepal, JWAS, HUDEP |
| 4. Community-based Disaster Risk Management | Programme districts: Dolakha, Sindhupalchwok, Rukum, Kaski, Sunsari, Mahottari, Chitwan, Bara, Nawalparasi, Surkhet, Banke, Dadeldhura | MoFALD, MOSTE, DSCWM, DWIDP, DoAD, DDCs, FAO, Oxfam, Practical Action, ECARDS, CDECF, MDF, NPAF, ECo Nepal, JWAS, HUDEP |
| 5. Emergency Preparedness and Response | Central level, five regional HQs, Programme districts: Jhapa, Sunsari, Sankhuwasabha , Saptari, Mahottarai, Dolakha , Sarlahi, Kaski, Nawalparasi, Baglung, Arghakhanchi , Achham , Rukum , Banke, Kailali, Dadeldhura , Morang, Sindhupalchowk, Kavre, Dhading, Chitwan, Dhanusa, Bara , Syanja, Mustang, Jumla | MoHA, security forces (NA, APF, NP), NRCS |
| 6. Early Recovery Preparedness | Central level, Kathmandu Valley, Ilam and Taplejung (ER initiatives), and Masons Training in Panchthar, Jhapa, Sankhuwasabha, Udayapur, Terhathum, Dhankuta and Bhojpur - | DUDBC, MoUD, Save The Children, NRCS |
| 7. Knowledge networking | At the Central level | Key ministries, ADPC |

Source: CDRMP

## Annex 2: Evaluation Matrix

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Key evaluation questions** | **Key indicators[[63]](#footnote-63)** | **Data sources** | **Data collection methods** | **Methods for data analysis** |
| **Component 1: Institutional and Legislative Systems for DRM** | |  |  |  |
| To what extent have the capacities of national and district-level institutions (to deal with disaster management, financial mechanisms and services for DRR been strengthened? Are DRR training facilities and courses available?  What is the status of compliance of Building Codes and Land Use Plan improvement?  Have the national capacities in terms of technical skills and competence in building codes been enhanced? | * Key DRR institutions at the national and local level strengthened * National training facilities, courses, and curriculum for disaster risk management improved * A national policy available to guide NPC, Ministries and Non-government sectors in integrating DRR * Revised building by-laws and regulations that make building codes mandatory * Technical and supervisory capacities of municipalities strengthened to implement building codes * Building codes included in the curriculum of engineering colleges and poly-techniques * Certified training courses for masons available in rural areas * A large number of engineers and masons trained in earthquake-resistant construction practices * Land use plan developed and implemented in selected cities | Key ministries, municipalities, programme staff, district level stakeholders, civil society organizations, community people | Group discussion, KII, desk review | Content and thematic analyses |
| **Component 2: Strategic Linkages with other Sectors** | |  |  |  |
| How strong are the strategic linkages being developed in sustaining and reducing disaster risk and gains through DRR mainstreaming in key development sectors (sectoral ministries, departments, national and regional training institutes, other organizations)? | * Supported GoN to include disaster risk management in the national plan documents * Disaster risk reduction promoted, piloted, and supported to be mainstreamed in other sector policies, and programmes. * Training, and policy support provided for DRR focal points in selected key ministries and departments | Key ministries, municipalities, programme staff, district level stakeholders, civil society organizations, community people | Group discussion, KII, desk review | Content and thematic analyses |
| **Component 3: Climate Risk Management** | |  |  |  |
| What is the level of understanding and mitigation/reduction at the national and local levels on the vulnerabilities arising from climate risks?  What are the specific evidence and examples? | * A climate risk assessment methodology defined * DRM initiatives as part of adaptation measures implemented at the community level * CRM related interventions piloted for women * A select number of EWS installed and their feasibility tested * GLOF risk reduced through better preparedness and early warning | Key ministries, municipalities, programme staff, district level stakeholders, civil society organizations, community people | Group discussion, KII, desk review, case study, observation | Content and thematic analyses |
| **Component 4: Community-based Disaster Risk Management** | |  |  |  |
| Has the CBDRM programme contributed to good practices and has it incorporated them into DRM mainstreaming (local, regional and national levels)? | * National strategy for scaling up CBDRM developed and validated * Capacity building measures for CBDRM activities identified and implemented * Stronger networks that promote greater interface between communities and the government set up * A large cadre of community volunteers trained and ready to deploy * Women’s self -help groups and cooperatives increased their participation in DRR | Key ministries, municipalities, programme staff, district level stakeholders, civil society organizations, community people | Group discussion, KII, desk review, case study, observation | Content and thematic analyses |
| **Component 5: Emergency Preparedness and Response** | |  |  |  |
| To what extent have the capacities and systems for emergency preparedness and response been strengthened at all levels? What evidence and good practices are being established? | * National-level and a select number of district-level disaster management plans prepared * A network of EOCs at the district level set up * An earthquake response plan for Katmandu valley developed and made operational * Training programmes arranged for CSSR teams and community volunteer teams | Key ministries, municipalities, programme staff, district level stakeholders, civil society organizations, community people | Group discussion, KII, desk review, case study, observation | Content and thematic analyses |
| **Component 6: Early Recovery** | |  |  |  |
| Are the early recovery concepts and tools being integrated into the response mechanisms, interventions, and systems of Government, humanitarian, and development actors, including the UNDP Country Office? | * Early recovery capacity created in DRR unit of the UNDP CO * CO has greater awareness of UNDP‘s early recovery policies and guidelines * ER polices introduced in governments’ post- disaster interventions * ER network and Cluster made operational * ER Training organized for members of the ER cluster and Network | Key ministries, municipalities, programme staff, district level stakeholders, civil society organizations, community people | Group discussion, KII, desk review, case study, observation | Content and thematic analyses |

**Evaluation Criteria**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| Evaluation Criteria | Key Questions | | Data sources | Data coll. methods/ tools | | Methods for Data Analysis |
| **Relevance: To what extent was UNDP /CDRMP’s strategic approach relevant in a disaster context?** | | |  |  | |  |
| Overall strategy and areas/sectors selected for intervention | * To what extent were the programme strategies and interventions relevant to the given country context? * As presently designed, is the strategic intervention holding true? * Is the current design sufficiently supported by all stakeholders? * Is the current design sufficiently taking cross-cutting issues into account? * Were the methods and approaches suitable to achieve the project objectives? * What needs did this project cover, or not? * Did it meet the identified needs of the target group(s)? | |  |  | |  |
| Risk Management | * How systematically did UNDP/CBDRMP assess the external risks and the internal threats to the country strategy? Were regional and international factors assessed? Did UNDP consider risk of potentially negative impacts of development assistance on the disaster situation? Were measures taken to minimize these e.g. through tools such as Do No Harm, Post-Disaster Needs Assessment etc. * How comprehensive were plans to minimize the identified risks? What tools were used – e.g. scenario and contingency planning | |  |  | |  |
| Portfolio profile | * What interventions did UNDP/CBDRMP support over the evaluation period? Was there an appropriate balance in the size and scope of the chosen portfolio? | |  |  | |  |
| CBDRMP partnerships | * How did CBDRMP approach working with: a) Government (central, provincial, local), b) civil society, c) multi-lateral organizations (WB, UN, EU), d) bilateral donors? Were there explicit strategies? What was the basis of any influencing agenda? Was the balance among chosen partners appropriate? * How did CBDRMP/UNDP work with other UN agencies? Was the CBDRMP sector work integrated with other UN agency work? * How well did CBDRMP consult with and communicate its aims and objectives to development partners? | |  |  | |  |
| CBDRMP’s approach to gender and social inclusion | | * Does CBDRMPhave an adequate mechanism to respond to significant and/or sudden changes in a disaster-affected country in respect of gender and vulnerability? |  |  | |  |
| Level and allocation of resources | * Were strategies appropriate to the level of resources anticipated? * How far did planned spending and use of staff time reflect strategic objectives? * Was geographic coverage too narrow / wide for resources available? * Were other donor resources and plans taken into account to avoid over / under–aiding and aid volatility? | | A brief outline of the scope/scale of resource allocation. | |  |  |
| Results focus | * How far wereCBDRMP’s planned interventions sufficiently results-focused and subject to monitoring? --i.e. were there results frameworks? Was there a sufficient balance between quantitative and qualitative indicators to fully understand impact?) * How far were the results of reviews used to reconsider design/ direction of work, resources (financial and human) and staff allocation priorities? | |  |  | |  |
| **Effectiveness and Efficiency (How successful was the CBDRMP in terms of engagement in development and delivering results in the context of disasters?)** | | |  |  | |  |
| Effectiveness /Delivering on strategy | * How far were objectives set out in strategies achieved in practice (CAP performance objectives and other strategic outcomes)? What explains any areas of divergence? * How effectively did the CBDRMP manage the strategic risks that emerged? * How well has the project achieved its planned objectives and results? * How effective is this project in terms of approaches and methods? * Was the project flexible enough? * Are there any good practices suitable for case development and replication? * Is there a good fit between project results and activities? | |  |  | |  |
| Impact prospects | * What is the direct impact of the project at Overall Objectives level? * To what extent has the project had any indirect positive and/or negative impacts? (i.e. environmental, social, cultural, gender, equity and economic) * What are the planned and unplanned impacts (positive / negative) of the programme? * To what extent do programme beneficiaries use the lessons acquired through Programme? | |  |  | |  |
| Efficiency | * Was the programme’s actual disbursement in line with expectations and plans? Were there any significant changes or delays? * How was staff time spent? (influencing/ policy work, project/ programme work, field work, corporate reporting/ activities, liaising with OGDs and other donors) * Was the skill mix and continuity of staff appropriate to the country context and strategy? * How well has the availability/usage of means/inputs been managed? * How well has the implementation of activities been managed? * How well were the outputs achieved? * How well are Partner Contributions / Involvement working? * Are the results being achieved more cost-effectively? * Were the resources (including human) sufficient? If not, where are the gaps? | | Look at staff timelines, skills and issues of continuity. |  | |  |
| Aid effectiveness | * How effective has CBDRMP been in pursuing its agenda with partners including other UN agencies, the Government, Civil Society, NGOs? * Has CBDRMP operated in accordance with the emerging principles of aid effectiveness in fragile states? [If not, why not? Have there been tensions? * How well has CBDRMP communicated its results / lessons/ good practice to the media and to a national (country) audience? | |  |  | |  |
| CBDRMP’s delivery on gender and social inclusion | * How well were issues of gender, equityand social inclusion actually integrated across the programme? * Were results disaggregated by gender, social group etc. and what does the data show? | |  |  | |  |
| * **Impact and Sustainability (What impacts has CBDRMP helped to achieve?)** | | |  |  | |  |
| Outcomes and sustainability and replicability | * What is the evidence to support the view that CBDRMP helped contribute to the DRM process and/or improve the situation in the country? * To what extent has the policy and governance environment (eg accountability) been strengthened? Is there evidence to show that CBDRMP’s support is sustainable and renders results? * What is the evidence to show that CBDRMP has helped contribute to specific development outcomes including ‘indirect’ benefits? * Are the development changes or reforms supported by CBDRMP likely to be sustained / difficult to reverse? * To what extent has local capacity been built? * Has CBDRMP added value through gains in aid effectiveness? For example, contributing analysis/ tools/ support on harmonization? * Are good practices/programme initiatives financially/ economically viable? * What is the level of ownership of the programme by target groups and will it continue after the end of external support? * What is the level of policy support provided and the degree of interaction between programme and policy levels? * How well is the programme contributing to institutional and management capacity? * What mechanisms have been put in place to ensure sustainability of programme results? * What measures are in place to ensure sustainability and/or replicability of the good practices initiated by the CDRMP? | |  |  | |  |
| **Knowledge Management**   * Are lessons, experiences, and issues emerging from the programme being documented, published, and disseminated across different stakeholders? * Are areas being identified for further research to enhance the knowledge management system, decision making, accountability and learning framework of UNDP, in general, and CDRMP Unit in particular?   **Programme M&E and Management Support**   * How effective has been the Programme M&E and Management Support System? * Is the M&E System flexible enough to adjust to changes emerging during the programme implementation? * What oversights mechanisms and external inputs have been adopted, and how successful were they so far?   **Cross Cutting Issues**   * Have practical and strategic gender interests been adequately considered in the programme strategy? Have equity and social inclusion issues been adequately considered in the programme strategy? * Has the programme been adopting and promoting a right-based approach? | | |  |  | |  |
| **Lessons** | | |  |  | |  |
| * What are the key strengths demonstrated by the CDRMP? * What are the key weaknesses demonstrated by CDRMP? | | |  |  | |  |
| * What lessons (from positive and negative findings) can be drawn for CDRMP’s future work? * What lessons can be drawn more widely for CDRMP and its work in other post-disaster and/or fragile situations? | | |  |  | |  |

## Annex 3: List of People Consulted during the MTE Mission

**UNDP Nepal**

1. Shoko Noda, CD, UNDP Nepal
2. Jorn Sorensen DCD, UNDP Nepal
3. Vijay Singh, ACD, UNDP Nepal
4. Lazima Onta Bhatta, ACD, UNDP Nepal
5. Jamie McGoldrick, RC/HC, Nepal

**Nepal Government Officials**

1. Ganesh Rai, Act. Mayor/Executive Officer, Kathmandu Metropolitan City
2. Purushottam Ghimire, Joint Secretary, National Planning Commission Secretariat
3. Gopi Khanal, Joint Secretary, MOFALD
4. Laxmi Pandey, Under Secretary, MOFALD
5. Chakrapani Sharma, Under Secretary, MOFALD
6. Laxmi Prasad Dhakal, Joint Secretary, MOHA
7. Pradeep Koirala, Under Secretary, MOHA
8. Gautam Rajkarnikar, DDG, DHM
9. Suresh Prakash Acharya, Joint Secretary, MoUD
10. Shanmukhesh C. Amatya, Senior Divisional Hydrologist, DWIDP
11. Kendra Bahadur Shrestha, Engineer, DWIDP

**Security forces**

1. Janaki Raj Bhattarai, Deputy Inspector General, Armed Police Force

**UN OCHA**

1. Andrew Martin, Head, Humanitarian Advisory Team

**NRRC and Flagship 4**

1. Moira Reddick, NRRC Coordinator
2. Ritva Lahti, Country Representative, IFRC
3. Becky Jay Harrington, DRR Flagship 4 Coordinator/IFRC

**National Training Institute**

1. Trilochan Pokhrel, Deputy Director of Studies, NASC
2. Punya Prasad Neupane, Executive Director, NASC
3. Dr. Suresh Dhungel, Senior Scientist, NAST
4. Dr. Bimala Devkota, Senior Scientist, NAST
5. Pawan Neupane
6. Prof. Dr. Kedar Rijal, CDES, TU
7. Prof. Dr. Dinesh Bhoju, CDES, TU
8. Deepak Thapa, Training and Research Officer, LDTA
9. Uddhav Poudel, Finance Officer, LDTA
10. Dr. Govinda Guragain, Executive Director, LDTA
11. Jay Krishna Shrestha, Director, LDTA
12. Binaya Kafle, Director, LDTA

**Development Partners**

1. Sam Rose, Disaster Resilient Advisor, DFID
2. Piush Kayastha – Programme Officer of Directorate, ECHO
3. Raju Tuladhar, ADB
4. Deepak Bahadur Singh, ADB
5. Anil Pokhrel – DRM Specialist, World Bank

**CDRMP Partners**

1. Kedar Babu Dhungana, Humanitarian Programme Manager, Save the Children
2. Dr. Pushpa Poudel, CEEDF, Sindhupalchock
3. Sher Bahadur Shrestha, DSCO, Dolakha
4. Prajwol Acharya, NRCS Head Office

**District level stakeholders at Chitwan**

1. Narendra Raj Sharma, Chief District Officer
2. Shiva Ram Gelal, Assistant Chief District Officer
3. Ram Prasad Shrestha, SSP, Disaster Management Battalion
4. Babu Ram Poudel, Deputy Director, National Investigation Bureau
5. Jyotindra Mahat, Shamsher Battalion
6. Gyanshali Neupane, NRCS
7. Rajaram Adhikari, DADO
8. Pradhumna Karki, District Police Office
9. Hari Krishna Poudel, DWSSP
10. Murari Basnet, Gadhimai Army Battalion
11. Kehar Singh Godar, DPHO
12. Mahesh Kumar Thapa, Shree 2 Nos Disaster Management Battalion
13. Ashish Prasad Upadhya, Singhnath Battalion
14. Yogendra Singh Thapa, Police Training Centre
15. Darshan Giri, Boarder Security Office
16. Rajesh Phuyal, Disaster Management Training Centre
17. Indira Shrestha, District Women and Children Office
18. Balaram Luetel, District Development Office

|  |  |
| --- | --- |
| **CDRMP team**   1. Jenty Kirsch-Wood, CDRMP 2. Man Thapa, CDRMP 3. Surendra Sob, CDRMP 4. Avani Dixit, CDRMP 5. Krishna R Kaphle, CDRMP 6. Krishna Karkee, CDRMP 7. Deepak KC, CDRMP 8. Naresh Giri, CDRMP 9. Surya Poudel, CDRMP 10. Geeta Pradhan, CDRMP 11. Chandra Jung Rana, CDRMP 12. Arjun Giri, CDRMP   **Consultation with community groups in Dolakha**  Lapilang community: 22 participants  Lamidanda community: 6 participants  Manthali community: 17 participants  **Consultation with three community groups in Chitwan**  Kalyanpur community/Madhi: 52 participants  Baghauda community/Madhi: 39 participants  Auyodhyapuri community/Madhi: 24 participants  Gardi community/Madhi: 104 participants | **Consultation with three community groups in Dadeldhura**  Dadeldhura community: 20 participants  **District Line Agencies: Dadeldhura**  Rajendra Mishra, ADO  Nawa Nath Adhikari, LDO  Yuba Raj Aryal, planning Officer  Ritu Joshi, DHO  **Kailali District:**  Bed Prakash Lekhak, Chief District Officer  Chiranjibi Aryal, Officer  Jaya Bahadur Malla, Assistant, DEOC  **Oxfam Staff: Dadeldhura**  Binod Ghimire, PC  Bishnu Bohara, Field Coordinator  Amar Bahadur Saud, Field Coordinator  **Red Cross, Dadeldhura**  Yadav Chunara  Kishore Awasti  Arun Pant  Shanti Magar  Jit Raj Bhatta  Shiva Raj Pant |

## Annex 4: Photos Related to MTE (Photos by Gabriella Buescher)

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| --- | --- |
| C:\Users\dhan.tharu\Desktop\New folder\DSCN4097 Ne.jpg  A Community Girl, *Dolakha* | C:\Users\dhan.tharu\Desktop\New folder\DSCN4200 chitwan.jpg  Community People SharingCBDRR Issues, *Chitwan* |
| C:\Users\dhan.tharu\Desktop\New folder\DSCN4145 nep.jpg  Eco-Club Students, *Dolakha* | C:\Users\dhan.tharu\Desktop\New folder\DSCN4068  Nepal.jpg  A Local Woman in a Meeting, *Dolakha* |
| C:\Users\dhan.tharu\Desktop\New folder\DSCN4160 chit.jpg  Community Women, *Chitwan* | **C:\Users\dhan.tharu\Desktop\New folder\DSCN4052 cover.jpgCommunity girl, *Dolakha*** |

1. Mission Report (August 7-11, 2012) CDRRMP, Kamal Kishore and Krishna Vatsa (BCPR/UNDP). [↑](#footnote-ref-1)
2. Interviews with a key Stakeholder, August 2013. [↑](#footnote-ref-2)
3. Interview with a key Stakeholder, August 2013. [↑](#footnote-ref-3)
4. Ibid. [↑](#footnote-ref-4)
5. Based on discussions with partners, August 2013. [↑](#footnote-ref-5)
6. Interviews with stakeholders, Kathmandu, August 2013. [↑](#footnote-ref-6)
7. Assessment of Development results, Nepal, 2012, UNDP Evaluation Office, pg. 63 [↑](#footnote-ref-7)
8. Ibid. [↑](#footnote-ref-8)
9. Interviews, Kathmandu, August/September 2013. [↑](#footnote-ref-9)
10. Evaluation of UNDP Support to Conflict-Affected Countries i the Context of UN Peace Operations, UNDP Evaluation Office (Jon Bennett, Gabriella Buescher et all), 2013. [↑](#footnote-ref-10)
11. Evaluation of UNDP Contribution to Disaster Prevention and Recovery, UNDP Evaluation Office, (Tony Vaux, Dennis Fenton, Sheila Reed, et all), 2010 [↑](#footnote-ref-11)
12. NRRC Review, August 2013 [↑](#footnote-ref-12)
13. Ibid. [↑](#footnote-ref-13)
14. Based on field missions, interviews and discussions with key stakeholders. [↑](#footnote-ref-14)
15. “Review of the Nepal Risk reduction Consortium (NRRC)”, August 2013. [↑](#footnote-ref-15)
16. NRRC Review [↑](#footnote-ref-16)
17. According to the MDG Progress Report 2013. [↑](#footnote-ref-17)
18. CDRMP Project Document [↑](#footnote-ref-18)
19. Terms of Reference, Mid-Term Evaluation: GoN-UNDP Comprehensive Disaster Risk Management Programme [↑](#footnote-ref-19)
20. Source: <http://www.cdrmp.org.np/images/nep_map.jpg> [↑](#footnote-ref-20)
21. “Review of the Nepal Risk Reduction Consortium (NRRC)”, Final Report, 22 August 2013); and www.nrrc.org.np [↑](#footnote-ref-21)
22. MTE Team developed evaluation tools and checklists based on the project log-frame that was developed based on the RBM. [↑](#footnote-ref-22)
23. Mission Report (August 7-11, 2012) CDRRMP, Kamal Kishore and Krishna Vatsa (BCPR/UNDP). [↑](#footnote-ref-23)
24. Capacities of key ministries, local bodies, CSOs and communities enhanced for planning and implementation of disaster risk management, emergency response and early recovery in selected districts, in support of the National Strategy for Disaster Risk Management in Nepal. [↑](#footnote-ref-24)
25. Risks of natural hazards to rural and urban livelihoods and infrastructure reduced. [↑](#footnote-ref-25)
26. Sustainable livelihood opportunities expanded, especially for socially excluded groups in conflict-affected areas. [↑](#footnote-ref-26)
27. New and decent employment and income opportunities and better quality infrastructure, especially in the rural areas. [↑](#footnote-ref-27)
28. This is a principle based on which programme goals, objectives, activities are designed in a sequential order and hierarchical level. [↑](#footnote-ref-28)
29. In addition to this, there are other achievements such as NBC implementation guidelines for valley municipalities prepared. A PPP strategy to implement NBC in Kathmandu valley developed. Training of Engineer’s and masons on NBC conducted. A video toolkit for awareness generation on earthquake safe construction practice developed. Course curricula for seismic vulnerability, damage and retrofitting design have been developed. Masons training being upscale in valley. Activities for BC implementation in remaining KV municipalities and few selected villages are underway. Revision of NBC 105 being planned proposed by DUDBC. Advocacy for demand creation of BC through BFIs conducted. [↑](#footnote-ref-29)
30. Ibid. [↑](#footnote-ref-30)
31. Kathmandu Metropolitan City, Lalitpur Sub-metropolitan City, Banepa, Bhaktapur and Ratnanagar municipalities [↑](#footnote-ref-31)
32. The achievement status of the programme components was determined by taking average status of sub-components of each component as provided by the CDRMP (see Tables 1-6). [↑](#footnote-ref-32)
33. BCRP Mission (2012). [↑](#footnote-ref-33)
34. Ibid. [↑](#footnote-ref-34)
35. Based on interviews in Kathmandu, August 2013. [↑](#footnote-ref-35)
36. August 7 – 11, 2012 [↑](#footnote-ref-36)
37. Detailed description and analyses of capacity development initiatives are in Knowledge Management Section. [↑](#footnote-ref-37)
38. Evaluation of UNDP Contribution to Disaster Prevention and Recovery, UNDP Evaluation Office, (Tony Vaux, Dennis Fenton, Sheila Reed, et. all), 2010. [↑](#footnote-ref-38)
39. Ibid. [↑](#footnote-ref-39)
40. Priority Action 1: Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation; Priority Action 2: Identify, assess and monitor disaster risks and enhance early warning; Priority Action 3: Use knowledge, innovation and education to build a culture of safety and resilience at all levels; Priority Action 4: Reduce the underlying risk factors; and Priority Action 5: Strengthen disaster preparedness for effective response at all levels. [↑](#footnote-ref-40)
41. Interviews with a key Stakeholder, August 2013. [↑](#footnote-ref-41)
42. Interview with a key Stakeholder, August 2013. [↑](#footnote-ref-42)
43. Ibid. [↑](#footnote-ref-43)
44. Based on discussions with partners, August 2013. [↑](#footnote-ref-44)
45. Interviews with stakeholders, Kathmandu, August 2013. [↑](#footnote-ref-45)
46. Evaluation of UNDP Support to Conflict-Affected Countries i the Context of UN Peace Operations, UNDP Evaluation Office (Jon Bennett, Gabriella Buescher et all), 2013. [↑](#footnote-ref-46)
47. Evaluation of UNDP Support to Conflict-Affected Countries in the Context of UN Peace Operations, UNDP Evaluation Office (Jon Bennett, Gabriella Buescher et all), 2013. [↑](#footnote-ref-47)
48. Ibid. [↑](#footnote-ref-48)
49. Interviews, Kathmandu, August 2013. [↑](#footnote-ref-49)
50. Interviews with donors, August 2013, Kathmandu. [↑](#footnote-ref-50)
51. Assessment of Development results, Nepal, 2012, UNDP Evaluation Office, pg. 63 [↑](#footnote-ref-51)
52. Ibid. [↑](#footnote-ref-52)
53. Interviews, Kathmandu, August/September 2013. [↑](#footnote-ref-53)
54. Evaluation of UNDP Support to Conflict-Affected Countries i the Context of UN Peace Operations, UNDP Evaluation Office (Jon Bennett, Gabriella Buescher et all), 2013. [↑](#footnote-ref-54)
55. Evaluation of UNDP Contribution to Disaster Prevention and Recovery, UNDP Evaluation Office, (Tony Vaux, Dennis Fenton, Sheila Reed, et all), 2010 [↑](#footnote-ref-55)
56. NRRC Review, August 2013 [↑](#footnote-ref-56)
57. Ibid. [↑](#footnote-ref-57)
58. Ibid. [↑](#footnote-ref-58)
59. NRRC Review [↑](#footnote-ref-59)
60. Based on field missions, interviews and discussions with key stakeholders. [↑](#footnote-ref-60)
61. “Review of the Nepal Risk reduction Consortium (NRRC)”, August 2013. [↑](#footnote-ref-61)
62. NRRC Review [↑](#footnote-ref-62)
63. Only sub-component-wise key indicators were analyzed in the report. [↑](#footnote-ref-63)