

PROJECT DOCUMENT

Project number: TIM/01/001

Project title: Disaster Management Development
Support in East Timor

Project short title: Disaster Management

Duration: 12 months

Estimated start date: 01/04/2001

Estimated end date: 31/03/2002

Management arrangement: DEX

Designated institution: UNDP Dili, East Timor

Programme support/project site: Dili

Beneficiary country: East Timor

Summary of UNDP and inputs

[as per attached budgets]

UNDP:	USD
TRAC (1 & 2)	
TRAC (3)	300,000
STS	
Other	

TOTAL: 300,000

Classification information

ACC sector and sub-sector:

DCAS sector and sub-sector:

Areas of focus/sub-focus:

Primary target beneficiaries:

Patterns of intervention:

Government inputs: (local currency)

(in kind)	-
(in cash)	-

PAC review date:

Brief description:

This project will assist the East Timor Transitional Administration (ETTA) with development of East Timor's disaster management capacity. It will provide training for East Timorese officials at national and district level; support the mounting of community education and awareness campaigns by providing professional advisers to work with the newly trained advisers; provide scientific advice relating to the most common hazard, flooding (although the project will give attention to a wide range of hazards), and provide stockpiles of disaster relief supplies that can be deployed at national and district levels.

Agreed on behalf of: _____ Signature _____ Name _____ Date _____

ETTA

UNDP

SECTION A –CONTEXT

Description of the sub-sector

The nation of East Timor, with an area of 14,600 km², occupies the eastern part of Timor, two smaller islands, Atauro and Jaco, and a 2,500 km² enclave on the north coast of the Indonesian province of West Timor. It lies between the Savu and Banda Seas to the north and the Timor Sea to the south.

The population, currently about 700,000 but with approximately 100,000 other potentially returning refugees still in West Timor, is predominantly rural although the population of the capital, Dili, has been growing since the displaced population began returning to the country in late 1999. No detailed census figures are available.

East Timor is a rugged island with a narrow or non-existent coastal plain along its northern coast and a southern coastal plain that varies from less than a kilometre wide in some areas to as much as 20 km in others. The interior is dominated by the Ramelau mountain range, with peaks approaching 3,000 metres high. Slopes are steep, with as much as 44% of the country having a slope of 40% or more.¹ Slopes this steep may need a zigzag path to climb. The soils of East Timor are limestone-dominated. Except in certain restricted areas, they have inherently low fertility and poor water holding capacity. Such soils are prone to erosion, particularly on steep slopes and where vegetation cover has been degraded by poor agricultural practices or deforestation. This is the case in many parts of East Timor where the natural vegetation has been modified by human activity over centuries leaving sparse savannah woodland or grassland in most areas.

East Timor is dryer than most equatorial islands, receiving most of its rainfall during the north-western monsoon, which occurs from December to March. Southern slopes receive additional rain during the shorter southeast trade winds period between May and July.

East Timor is at risk from a number of natural hazards. Each year, heavy seasonal rain falling on steep slopes causes frequent flash flooding and landslides. Apart from their potential to cause casualties and damage to rural communities, these events cause major disruption to the fragile road network of the country, isolating communities and even districts for days, weeks, or even months.

During the season from November to April, the country is potentially at risk from tropical cyclones. There is no historical record of any cyclone crossing the coast of East Timor but three have passed close during the last thirty years and the potential exists for a storm to cross the island.² While cyclones are unlikely to be fully developed in these latitudes, they can still cause significant damage to unprepared communities and the heavy seas raised by a cyclone passing within two hundred kilometres of the island could cause coastal flooding and wave damage. Lesser tropical storms also pose a risk to East Timor and in 1995 one is reported to have damaged or destroyed some 400 houses.

In the dry seasons, virtual drought conditions exist over much of East Timor and these can become disastrous if seasonal rains are late. During these periods fires – whether caused naturally or by human action – become a hazard as they can quickly get out of control and there is no national rural firefighting capability.

¹ Monk, K, Yance de Fretes and Gayatri Reksodihajo-Lilley. 1997. *The Ecology of Nusa Tenggara and Maluku*. Oxford. Oxford University Press.

Dick, J. 1991. *Forest Land Use, Forest Use Zonation and Deforestation in Indonesia. A Summary and Interpretation of Existing Information*. Jakarta: Environmental Management in Indonesia Project.

² Australian Bureau of Meteorology Regional Office Darwin in discussions 8 Dec 2000.

Geological hazards also threaten East Timor. There is a deep trench south of the island and a seismically active area to the north around Alor and Witar islands. This area has experienced earthquakes of up to magnitude 6.9 on the Richter scale in the last ten years.³ In the same period there have been a number of shallow earthquakes up to magnitude 5.9 recorded under or very close to East Timor itself. Earthquakes in this region can cause local tsunamis and a tsunami of up to 4 metres height, caused by a major earthquake near Alor, struck the north coast of Timor in 1995.⁴ Larger tsunamis are possible.

There are other hazards that might cause disaster in East Timor and these threaten most of the modern world although they can have a particularly serious impact on countries with limited resources and management capabilities. The hazards include major pollution, particularly marine pollution, major transport accidents, disease epidemics, urban fires, agricultural hazards, including pest and disease attacks on crops, and outbreaks of exotic animal disease. There is less chance of a disaster caused by some of these hazards at present, but the risk is likely to increase as the nation develops. For some hazards, including disease outbreaks and major pollution, the risk of an event developing into a disaster is currently higher than necessary in East Timor because of the shortage of resources to bring an event under control and the limited preventive legislation. In future, some risks will increase either because of greater population concentration or because industrialisation or an increase in the use of pesticides and artificial fertilisers in agriculture will lead to an increase in the use of dangerous chemicals.

Host country strategy:

Anecdotal evidence suggests that there was no comprehensive disaster management policy during the Portuguese colonial period but government provided relief and recovery assistance to disaster-affected areas. There is no evidence of mitigation and preparedness activities; indeed the record of deforestation in this period indicates that, as in most colonial systems, little attention was paid to the long-term impact of agricultural and forestry activities.

During the period 1975-1999, disaster management was conducted in the normal Indonesian manner. The Indonesian disaster management agency, currently *BAKORNAS* (the National Disaster Management Coordinating Board), was responsible for national disaster management policy and development – mainly preparedness and response. Day-to-day responsibilities were delegated to provincial level. During disasters a Provincial emergency operations centre (*SATKORLAK POSKO INDUK*) would be established to coordinate response activities. District control posts (*SATLAK*) would collect information on casualties, damage and needs and pass it to *SATKORLAK* where response decisions would be made. Relief supplies were distributed by *SATKORLAK* to the *SATLAKs*, which would pass these to Sub-District or village level for distribution and for monitoring the distribution. The role of *BAKORNAS* was to coordinate national support to the provincial organisation during relief operations.

BAKORNAS was also responsible for providing training and other preparedness support to the provinces. Experience in other provinces indicates that the amount and quality of this support was variable, possibly because of the heavy demand on *BAKORNAS'* limited resources. No information on the level of support provided to East Timor has been traced.

In the initial relief period after the violence that followed the referendum of 1999, a small UN Office for the Coordination of Humanitarian Affairs (OCHA) office was established and accepted responsibility for coordinating the response to disasters in cooperation with other agencies and NGOs. This office was eventually transferred to the United Nations Transitional Administration

³ US Geological Survey National Earthquake Information Center Earthquake Database 16 Nov 2000.

⁴ US NOAA/NESDIS/ National Geophysical Data Center Tsunami Event Database 18 Nov 2000.

in East Timor (UNTAET) where it became the Humanitarian Assistance and Emergency Response Section. The office closed on 31 December 2000.

Institutional Framework

UNTAET was established by Security Council resolution 1272 (1999) of 25 October 1999 with a mandate to administer East Timor until an elected government is ready to take control of the country.

UNTAET has established a Department of Police and Emergency Services as part of the East Timor Transitional Administration (ETTA). A Civil Security Section responsible for emergency and disaster management matters has been formed within the department. It has an establishment of three professional and three support staff. For twelve months these are to be supported by three international staff.

The Interim National Disaster Management Plan recently prepared by a UNDP consultant envisages that the Civil Security Section will be the full-time national disaster management office. While other officials in this and other departments at national and district levels will have part-time disaster management responsibilities, it will be the specialist Civil Security Section staff who are responsible for implementing national policies, providing a source of disaster management advice and implementing national programs. The Section will be responsible to the Head of the Office of Civil Security, Fire and Emergency Relief, who will act as the National Disaster Coordinator. It will also act as the Secretariat for a multi-agency National Disaster Management Committee, which provides policy and other advice to the Coordinator and to the National Disaster Mitigation Committee.

The Interim National Disaster Management Plan envisages the District as the key disaster management administration unit. Supported by the national structure, District Administrations will be responsible for disaster management at District, Sub-District and community levels.

The Interim National Disaster Management Plan and the disaster management structure proposed in the plan are to be considered by Cabinet early in 2001.

The Development Problems Being Addressed

Although the administration in East Timor has handled numerous emergency situations, such as the floods and landslides that occurred as a result of the rainy season last year, East Timor has had no disaster management capacity or structure since the unrest of 1999. Therefore, a new structure is being developed with the Interim Disaster Management Plan as its basis. This plan is to be discussed by the East Timor Cabinet in the near future.

There are many problems involved in developing a national disaster management capacity from nothing. The following problems are seen as needing immediate attention to enable East Timor to begin dealing with the potential threats:

- Building the capacity of East Timorese officials with disaster management responsibilities;
- Mounting public education and awareness campaigns to help communities to develop their own capabilities to reduce disaster impact;
- Identifying the highest hazard risks and the measures that might be taken to reduce the risk; and
- Forming stockpiles of materials that will enable national and District authorities to respond to disaster needs rather than relying on the capabilities of international agencies and NGOs that are becoming more focussed on development activities.

No East Timorese officials with disaster management experience could be identified when the new Civil Security Section was being formed. Staff recruited have administrative experience in related departments in the old Provincial structure but no training in disaster management. District Administrators and their staff will be responsible for disaster management activities at District and community level under the Interim National Disaster Management Plan. Most of these officials also lack appropriate experience and training. As a result, the disaster management structure will initially be of limited effectiveness, reliant on outside agencies and only able to finalise disaster management plans with difficulty. A positive effort is needed to bring women into disaster management structures so that the current national target of 30% female participation can be achieved. While international staff are filling positions, gender issues are minimised but suitable East Timorese replacements are almost exclusively male.

No public awareness or public education programs relating to disaster reduction, prevention, mitigation or preparedness have been conducted for at least two years and the content of the previous Indonesian programmes is not known.

Flooding and landslides are the most common hazards experienced in East Timor. Of these, flooding and land movement have the potential to cause the greatest number of casualties and the largest amount of property and environmental damage at any one time. So far, identification of the areas of major threat and means of mitigating the threats in those areas has been given a relatively low priority. National scientific capacity is limited and it is important that early attention be given to examining the hazards, identifying those that pose the most serious threat and those that can be reduced by timely and appropriate mitigation actions.

Although various UN agencies and NGOs hold stores that would be useful in disaster relief, these stores are held for other purposes. While current holdings can be made available in an emergency, they will normally be distributed to meet agency and organisation requirements. Consequently, at the time of any particular disaster, they may not be available. Current holdings of stores are likely to be reduced as agencies and organisations change from relief and recovery operations to development activities. Further, the supplies, being held on an agency-by-agency basis, may not actually meet all the needs resulting from a disaster. There is an urgent need for a consolidated stock of emergency supplies to be developed.

Landslides and flash flooding block roads in all districts. Clearing blockages quickly is vital for relief, administrative, commercial and social reasons. There is a limited amount of mechanical equipment available to clear roads and it can be too heavy to enter some slides. Manual work teams must often be used. There is a shortage of tools to equip such teams. At present, UN Agency and Peacekeeping Force helicopters are available to deliver relief and move casualties when roads are blocked. When these helicopters leave, it is unlikely that East Timor will be able to afford replacements so road links will become increasingly important. Clearance will become even more vital.

Special Considerations

It is well established that disaster and emergencies have a greater impact on the poor and vulnerable members of the community. The events of the last two years have impoverished the whole of society in East Timor and left it under resourced and under prepared to deal with further emergencies and disasters. Development of a sustainable, endemic disaster management capacity is an important factor in improving the self-reliance and confidence of the new nation as well as reducing potential suffering and loss.

Previous experience and lessons learned:

In November 2000, before the monsoon season became established, UNDP engaged a consultant to work with ETTA and different agencies to examine immediate disaster management needs in East Timor, design a management structure and draft an interim disaster management plan.

This project was conducted at short notice over three weeks. Although the aims of the project were achieved, it was clear that the rapid changes to the system of government in East Timor; the wide range of agencies that need to be consulted before decisions can be made; the wide span of responsibilities of key officials; and the shortage of resources mean that providing assistance can take longer than in countries with a more-settled administrative structure.

No other direct disaster management assistance has been identified.

Development objective

The development objective of this project is to contribute to the establishment of an effective disaster management capacity in East Timor encompassing not only the provision of relief but also the identification and widespread publicising of appropriate mitigation and preparedness measures and the development of a recovery capacity.

The project concentrates on capacity building in relation to the most immediate need, that of disaster preparedness and response. Later projects, that will take longer periods to complete, will be required to develop warning and mitigation capacities in relation to a number of the hazards and to develop recovery capabilities.

Project strategy and implementation arrangements:

The project has been designed to respond to a clear need for developing an area of East Timorese administration that has not been covered by other programs. The approach is to develop East Timorese staff capabilities and resources to a level at which the country can feel confident of its capacity to deal, at least initially, with a variety of emergency and disaster situations.

The training requirements for those newly involved in disaster management are well known to competent training providers and follow broadly similar paths adapted to meet the cultural, administrative and organisational needs of target countries. While the project defines the general direction to be followed, the provider(s) will need to fine-tune their training to meet the requirements of the finalised National Disaster Management Plan. Consequently the terms of reference will need to reflect the fact that training should be adaptable to a changing administrative environment. Once trained, the staff will be equipped to spread their knowledge through the wider administration and community environment by providing national training precisely targeted to meet national, district and other requirements.

In view of the amount of training that may be required, the time this will take and the heavy commitments of most of the suitable training providers, it is likely that more than one contractor will be required if the training targets are to be achieved within twelve months.

The National Disaster Management Plan requirement for public education and awareness development will encompass funding assistance with the content, design, preparation and production of public awareness material. Material will be required that is designed to provide urban and rural communities with information that will empower them to take action to reduce the impact of common hazards on their members. The Civil Security Section will need professional assistance to develop materials that will be effective with a variety of audiences. Assistance will also be required with the provision of equipment that can be used to support printed materials with community presentations.

The project proposes the development of stockpiles of emergency stores. Responsibility for managing the overall stockpile structure and for administering the use of the national stockpile will lie with the Civil Security Section. District Administrators will be responsible for administering district stockpiles. After the initial allocation of stores to the stockpiles, replacement of items issued during disasters will need to be accepted as part of relief when any disaster occurs. Maintenance or replacement of stockpile items is not part of this project.

In selecting non-food stores as suitable items for the stockpiles, UNDP takes account of the commitment of WFP to remain in East Timor for a number of years and provide emergency food relief as necessary.

In implementing the project, the following principles will be applied:

- Political impartiality
- Cultural sensitivity
- Use of a vernacular language
- Technical excellence
- Environmental awareness
- Cost effectiveness
- Gender sensitivity
- Disability consciousness

A Project Steering Committee including representatives of the Department of Police and Emergency Services and its successor in the East Timorese Government, UNDP, and relevant donor partners will be established to monitor the achievement of the project and the performance of trainers, advisers and suppliers selected to implement it.

The standard modalities for UNDP collaboration with the government of developing countries will apply to UNDP's relationship with UNTAET/ETTA and its successor. Until the new government is formed, it is recognised that there is a need to ensure full collaboration with the East Timorese people. Coordination with the East Timorese leadership will be an important element of implementation arrangements.

On completion of the project, all materials will be handed over to the Department of Police and Emergency Services in ETTA, or the East Timorese Government, if in power,

Target beneficiaries

The beneficiaries of the project are the staff of the Civil Security Section of the Department of Police and Emergency Services, of District Administrations and of NGOs with disaster management roles. Further beneficiaries will be the other groups to which the original trainees will relay the benefits of the training. These will include a growing number of selected East Timorese NGOs, community groups, including women's' groups and special interest groups.

Regulatory Framework

There is currently no regulatory framework within which the disaster management system will operate but the Interim National Disaster Management Plan is to be submitted to Cabinet for approval early in 2001. A follow-up to that will be the need for development of legislation on measures that will mitigate the impact of disasters, provide a setting for preparedness and provide the necessary powers for those involved in response and recovery to carry out their tasks.

Inevitably, disaster management requires the involvement of a wide range of government agencies and NGOs. The basis for consultation of these bodies is the proposed National Disaster Management Committee, in which agencies and organisations with disaster management responsibilities have a forum for discussion of all phases of disaster management from mitigation and preparedness through to recovery.

National Resources

East Timor has limited national resources and those that are available are very thinly stretched. ETTA is making available staff, premises, support materials and the advice of experienced administrators in a range of sectors who can assist with training and public awareness programs. It will also provide storage and accounting for the stockpiles.

SECTION B – STRATEGY FOR USE OF UNDP RESOURCES

UNDP’s assistance

UNDP’s sectoral and organisational neutrality, despite its involvement in wide spectrum of activities, provides it with an objective approach to disaster mitigation and preparedness activities, which impact on the whole community and its administration and infrastructure. This has been recognised by the transfer of responsibility for these aspects of disaster management into the mandate of the organisation.

Experience to date has demonstrated that UNDP, as a major provider of multilateral technical advice through its global network, is well-placed to offer policy advice and capacity building programmes in East Timor both in the period leading up to independence and after the completion of UNTAET’s mandate.

UNDP identification and programming missions have been active since the early days of the humanitarian crisis in East Timor in facilitating a seamless transition from emergency assistance to sustainable development. A significant amount of experience and expertise has been accumulated. Furthermore, UNDP has been recognised by UNTAET as the lead agency for capacity development, particularly in the area of public administration.

SECTION C – IMMEDIATE OBJECTIVES, OUTPUTS, INDICATORS, AND ACTIVITIES:

Immediate Objective 1: To establish a national disaster preparedness and response capacity, both at the central level and at the district level.

Output 1.1 A functioning national disaster management capacity at the central level and district level with East Timorese officials in the Civil Security Section, National Disaster Management Committee and the District Disaster Management Committee trained in disaster management principles and their practical application.

Indicators

- a) A number of East Timorese officials (actual number to be determined later) at national and district levels trained in disaster management and confident in their ability to relieve the effects of disasters.*
- b) The trained East Timorese officials certified as being able to perform their roles in the National Disaster Management Plan.*

- Activity 1.1.1* UNDP develops detailed terms of reference (ToR) for a training needs assessment and training plan in close consultation with the National Disaster Management Committee;
- Activity 1.1.2* UNDP organises a competitive bidding according to UNDP procedures to choose an appropriate and experienced institution/agency to carry out training needs assessment and training programme;
- Activity 1.1.3* Training needs assessment carried out by selected sub-contractor;
- Activity 1.1.4* Training programme developed in close consultation with ETTA, District Administrators, and the National Disaster Management Committee, focusing on immediate capacity-building of East Timorese officials in disaster management, taking into account the specific hazards and disaster risks of East Timor. Criteria for selection and inclusion of East Timorese officials in training programme formulated;
- Activity 1.1.5* Training programme carried out, targeting both central and district officials, incorporating a trainer of trainers component so as to ensure sustainability;
- Activity 1.1.6* National Disaster Management Committee (NDMC) appoints a sub-committee to monitor and evaluate the training and its impact. NDMC develops TOR with the support from UNDP;

Immediate Objective 2: Enhance the capacity of local communities, in rural and urban areas, to reduce the impact of disasters in a self-reliant manner, by organising public information and awareness campaigns, required under the National Disaster Management Plan.

Output 2.1 Appropriate community disaster preparedness information programme developed and information materials produced.

Indicators Production of nationally appropriate materials for public awareness campaigns relating to at least three of the major hazards threatening East Timor.

- Activity 2.1.1* UNDP, in close consultation with the National Disaster Management Committee, conducts a community needs analysis taking into account present and historical survival practices to identify appropriate and sustainable practices for communities in all areas of disaster management;
- Activity 2.1.2* National Disaster Management Committee identifies and prioritises the hazards for which public information and awareness campaigns are required, in co-operation with district authorities;
- Activity 2.1.3* The Project Steering Committee, in collaboration with the UNTAET Office of Communications and Public Information, establishes a taskforce of East Timorese public information experts, including representatives of East Timor National NGO Forum;

Activity 2.1.4 The taskforce works in close collaboration with the Civil Security Section for the development of an information campaign plan and campaign materials, using a variety of media (print, radio broadcast, tv broadcasts), in conjunction with all relevant stakeholders;

Activity 2.1.5 UNDP arranges production and printing of campaign materials.

Output 2.2 First public information and awareness campaign launched and implemented throughout East Timor, targeting at areas of risk and hazard.

Indicators *Presentation of the campaign using all suitable means and increased knowledge among the target audience*

Activity 2.2.1 The Civil Security Section identifies a range of equipment that will enable the Civil Security Section and District Administrations to present supporting public awareness campaigns in communities.

Activity 2.2.2 The required equipment is procured through UNDP procurement procedures.

Activity 2.2.3 The campaign is conducted using an appropriate mix of broadcast and printed materials supplemented by community meetings and other local activities.

Activity 2.2.4 The effectiveness of the campaign is assessed and lessons learned are recorded for application to future campaigns.

Immediate Objective 3: To enhance national disaster mitigation capacity by providing more detailed information on the degree of risk and mitigation activities relevant to flood and land movement threats, the main natural disaster hazards confronting East Timor.

Output 3.1 Provision of a briefing and written report identifying the river and flood and land movement risk areas, prioritising flood and landslide threats, and recommending the most appropriate means to mitigate the risks.

Indicators *Provision of a briefing to the Project Steering Committee and the National Disaster Management Committee and a written report to UNDP covering the outputs.*

Activity 3.1.1 The National Disaster Management Committee identifies the major rivers and flood and landslide risk areas that need to be examined, and prepares ToR for the study.

Activity 3.1.2 UNDP seeks tenders to carry out the work and selects the most suitable experienced person to carry out the work of assessment, prioritisation of flood and landslide threats, and identification of risk mitigation measures.

Activity 3.1.3 The contractor carries out the assessment in conjunction with all relevant stakeholders, and presents the briefing and report.

Activity 3.1.4 The findings are reviewed and accepted by the National Disaster Management Committee and relevant District Administrations.

Immediate Objective 4: To ensure immediate basic level of national capacity to respond to disasters.

Output 4.1 Establishment of stockpiles of basic, low maintenance, non-food, disaster relief stores at national and District level to be available for distribution after disasters in accordance with the National Disaster Management Plan and to equip road clearance gangs.

Indicators Presence of properly managed stockpiles ready for rapid deployment in times of need.

Activity 4.1.1 UNDP and ETTA identify the stores to be allocated to national and individual district stockpiles (district stockpiles may need to differ if threats differ);

Activity 4.1.2 UNDP assists ETTA in identifying and allocating storage facilities and in establishing procedures for immediate issue of stores in emergencies;

Activity 4.1.3 UNDP and ETTA identify suitable mechanisms for managing, maintaining, monitoring and replenishing the stockpiles;

Activity 4.1.4 UNDP procures the stores through UNDP procurement procedures;

Activity 4.1.5 Stores are delivered to ETTA for distribution to the stockpiles;

Activity 4.1.6 Once in place, the stockpiles will be administered by District Administrators.

SECTION D – INPUTS:

Training Contracts

Trainers to conduct basic disaster management and community disaster management training over periods up to a total of 8 weeks: 5.4 w/m

Public Awareness Development Contract

Public information specialist team, including a graphic artist and a broadcaster to provide direct support to the Civil Security Section for one week then occasional support and advice until the first public awareness campaigns begin. 1w/m

Environmental Expert Contract

Environmental expert (i.e. mitigation specialist) to examine the main river systems and the recognised flood areas, identify the root causes of the problems, prioritise risks and make recommendations on future strategies to reduce these.

Equipment

Presentation and training materials

Equipment that will support formal presentation and training activities as well as public awareness campaigns. The equipment to include:

Video cassette players

Collapsible screens

Small portable whiteboards

Electronic whiteboard

Video camera

Digital camera

Relief Stockpiles

Relief Items

A national stockpile of non-food, low-maintenance, relief items in Dili for delivery to Districts experiencing disasters as well as smaller, quick-reaction stockpiles in Districts, controlled by each District Administration. Items held to include:

Tarpaulins

Plastic sheeting

Rope

Water containers

Blankets

Mosquito nets

5,000 litre collapsible community or institution water tanks.

Road Clearance Tools

Inclusion in the stockpiles of hand tools for road clearance after landslides and floods.

Items held to include:

Shovels

Picks or Mattocks

Wheelbarrows

Bow saws.

SECTION E. – RISKS AND PRIOR OBLIGATIONS

Risks

The project will operate within the constraints typical of a country that is developing its administration and knowledge-base from a very reduced level. Risks associated with project implementation are envisaged to be low in view of the availability of the majority of the funding from UNDP sources, the support of UNTAET and the level of donor interest in reducing the impact of disasters on developing countries.

The main risks are the shortage of full-time officials allocated to this role at national level and the workload of officials at District level. The latter in particular carry such a wide range of responsibilities that it will be hard for them to allocate sufficient time to meeting their disaster management responsibilities. The risk of losing the value of the training will be reduced if disaster mitigation is given a high profile in the country and officials are supported by the ETTA and later the East Timorese administrative and political structures.

A medium risk is that there is a shortage of experienced administrators with the possible result that those who prove themselves able to handle rapidly developing portfolios efficiently will be rapidly promoted to positions in other parts of the bureaucracy. While this disseminates the knowledge and experience of those officials, it also results in a loss of continuity and a need to revisit the training. The risk will be reduced by spreading the training as widely as possible through ‘Train the Trainers’ courses that assist Civil Security Section staff to spread their knowledge more widely.

There are further risks of misuse of the stockpiles for other purposes or non-replacement of those that are issued for relief purposes. The first risk can be reduced by establishing clear responsibilities for control of the stores, providing secure storage and clear accounting procedures. The second risk can be reduced by making it clear that the cost of relieving a disaster includes the cost of replacing stockpiled stores and establishing procedures for this replacement in the post-disaster period.

Prior Obligations

The prior obligations necessary for smooth project implementation are the commitment of UNTAET to its support and the contributions by UNDP and any donors who support the project. A third-party cost sharing arrangement will need to be drawn up and signed between UNDP and any government that joins the project.

SECTION F - MANAGEMENT

The project will be executed directly by the Country Office, which will be accountable for all aspects of management of the project. Project activities will be coordinated through the Department of Police and Emergency Services.

A Project Steering Committee will be constituted, comprising representatives from ETTA (including officials from the Civil Security Section, the Civil Police Force and the Department of District Affairs) and UNDP. The Project Steering Committee will be able to invite participation from other interested parties as required by the relevant stage of the project. The Project Steering Committee will be responsible for providing overall policy guidance and periodically reviewing progress and effectiveness of the project.

The budget also allows for employment of a UNV for the duration of the project to provide support to both UNDP and the Civil Security Section in management of the activities. This UNV will need to have disaster management experience. A Project Assistant will also provide administrative support in the Civil Security Section.

The project will be audited in accordance with normal UNDP procedures.

SECTION G – MONITORING AND EVALUATION:

Monitoring and reporting will be carried out in accordance with standard UNDP policies and procedures. A final report will be issued at the end of the project. Interim reports will be provided quarterly.

SECTION I - LEGAL CONTEXT:

This project document shall be the instrument envisaged in the Supplemental Provisions to the Project Document attached hereto.

The project is funded by UNDP in accordance with the mandate of UNTAET as established by Security Council resolution 1272 (1999) of 25 October 1999. The following types of revisions may be made to this project document with the signature of the UNDP Representative, providing that the Representative is assured that the other parties to the document have no objections to the proposed changes:

- a) Addition of, or revisions in, any annex to the project document;
- b) Revisions that do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by cost increases due to inflation or unavailability of local human resources; and
- c) Mandatory revisions that re-phase the delivery of agreed project inputs, or reflect increased expert or other costs due to inflation, or take into account agency expenditure flexibility.