



Uruguay One UN Coherence Fund MPTF OFFICE GENERIC ANNUAL PROGRAMME¹ NARRATIVE PROGRESS REPORT REPORTING PERIOD: 1 JANUARY – 31 DECEMBER 2014

<div style="background-color: #f2f2f2; padding: 5px; text-align: center;">Programme Title & Project Number</div> <ul style="list-style-type: none"> • Programme Title: Strengthening technical and operational capacities of the National Emergency System. • Programme Number (if applicable) • MPTF Office Project Reference Number:³ 66258 	<div style="background-color: #f2f2f2; padding: 5px; text-align: center;">Country, Locality(s), Priority Area(s) / Strategic Results²</div> <p>(if applicable) Country/Region Uruguay / Latin America</p> <hr/> <p>Priority area/ strategic results Economic Diversification, Natural Resources, Sustainability</p>								
<div style="background-color: #f2f2f2; padding: 5px; text-align: center;">Participating Organization(s)</div> <ul style="list-style-type: none"> • Organizations that have received direct funding from the MPTF Office under this programme: IOM, UNDP, UNESCO, UNPFA (Implementing Agencies) 	<div style="background-color: #f2f2f2; padding: 5px; text-align: center;">Implementing Partners</div> <ul style="list-style-type: none"> • National counterparts (government, private, NGOs & others) and other International Organizations OCHA, PAHO/WHO, UNICEF (Associated Agencies); National Emergency System (SINAE) 								
<div style="background-color: #f2f2f2; padding: 5px; text-align: center;">Programme/Project Cost (US\$)</div> <p>Total approved budget as per project document: US\$ 299,065</p> <p>MPTF /JP Contribution⁴:</p> <ul style="list-style-type: none"> • by Agency (if applicable) Agency Contribution • by Agency (if applicable) Government Contribution (if applicable) Other Contributions (donors) (if applicable) <p>TOTAL: US\$ 299,065</p>	<div style="background-color: #f2f2f2; padding: 5px; text-align: center;">Programme Duration</div> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 70%;">Overall Duration (months)</td> <td style="text-align: right;">23</td> </tr> <tr> <td>Start Date⁵ (dd.mm.yyyy)</td> <td style="text-align: right;">23 Aug 2013</td> </tr> <tr> <td>Original End Date⁶ (dd.mm.yyyy)</td> <td style="text-align: right;">23 Aug 2014</td> </tr> <tr> <td>Current End date⁷(dd.mm.yyyy)</td> <td style="text-align: right;">31 July 2015</td> </tr> </table>	Overall Duration (months)	23	Start Date ⁵ (dd.mm.yyyy)	23 Aug 2013	Original End Date ⁶ (dd.mm.yyyy)	23 Aug 2014	Current End date ⁷ (dd.mm.yyyy)	31 July 2015
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<div style="background-color: #f2f2f2; padding: 5px; text-align: center;">Programme Assessment/Review/Mid-Term Eval.</div> <p>Assessment/Review - if applicable <i>please attach</i></p> <p><input type="checkbox"/> Yes x No Date: dd.mm.yyyy</p> <p>Mid-Term Evaluation Report – if applicable <i>please attach</i></p> <p><input type="checkbox"/> Yes x No Date: dd.mm.yyyy</p>	<div style="background-color: #f2f2f2; padding: 5px; text-align: center;">Report Submitted By</div> <ul style="list-style-type: none"> ○ Name: Gonzalo Kmaid on behalf of Denise Cook (RC) ○ Title: Coordination Specialist ○ Email address: gonzalo.kmaid@one.un.org / denise.cook@one.un.org (RC) 								

¹ The term “programme” is used for programmes, joint programmes and projects.

² Strategic Results, as formulated in the Strategic UN Planning Framework (e.g. UNDAF) or project document;

³ The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to as “Project ID” on the project’s factsheet page the [MPTF Office GATEWAY](#)

⁴ The MPTF or JP Contribution, refers to the amount transferred to the Participating UN Organizations, which is available on the [MPTF Office GATEWAY](#)

⁵ The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)

⁶ As per approval of the original project document by the relevant decision-making body/Steering Committee.

⁷ If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed. As per the MOU, agencies are to notify the MPTF Office when a programme completes its operational activities.

NARRATIVE REPORT FORMAT

EXECUTIVE SUMMARY

The Uruguayan Government and the UN System endorsed this joint programme to strengthen the National Emergency System (SINAE), and more specifically its institutional and operational capacities, taking into account the diverse value added that each UN participating agencies can provide. The Programme has two central objectives: to support knowledge acquisition and dissemination processes on the country risk factors and to strengthen emergency response throughout the entire territory.

The main activities undertaken to achieve these objectives are the design of a comprehensive disaster risk diagnosis, the promotion of research activities, the establishment of a response coordination framework; and the establishing of equipment for shelter, site and camps management.

I. Purpose

Programme Description:	Within the framework of the Delivering as One Approach and the UNDAF/UNDAP 2011-2015, the Uruguayan Government and the UN System have endorsed the joint programme to strengthen the institutional and operational capacities of the National Emergency System (SINAE), taking into account the diverse value added that each UN Agency can provide.
Development Goal:	UNDAF 2011-2015 Priority Area 2: Move towards the implementation of sustainable development models that will foster conservation of natural resources and ecosystems, climate change mitigation and adaptation, and use of renewable sources of energy with the aim of reducing social and environmental vulnerabilities and thus achieving greater social equity and environmental justice. UNDAF 2011-2015 Priority Area 4: Strengthen democratic governance at the national and local levels through public involvement, strengthening of State institutions and the comprehensive national human rights protection system, in accordance with the declarations and conventions ratified by Uruguay.
Outcome:	UNDAF Outcomes: UNDAF 2011-2015 Outcome 2.1: The Government, with the participation of civil society, will have designed, implemented and/or strengthened policies programmes and plans for the sustainable management of natural resources and conservation of biodiversity, and will have reduced social and environmental vulnerabilities and intergenerational inequities. UNDAP Outputs: UNDAP 2011-2015 Output 2.1.2: Institutional capacities to identify, design and implement plans for the reduction of social and environmental vulnerabilities are strengthened and coordinated. UNDAP 2011-2015 Output 4.1.2: Capacities of the Executive Power and public institutions to incorporate and apply a human rights based approach into public

	<p>policies are strengthened.</p> <p>UNDAP 2011-2015 Output 4.4.2: Local government's capacities are strengthened to favour inter-institutional articulation in the design and implementation of local policies and the promotion of citizen participation.</p>
Outputs and Key Activities:	<ol style="list-style-type: none"> 1. Support the knowledge production processes for risk factors. 2. Strengthen emergency responses throughout the entire territory. 3. Coordinate, monitor and evaluate the Joint Programme for an adequate achievement of its objectives.

II. Results

i) Narrative reporting on results:

Outcomes: The Government, with the participation of civil society, will have designed, implemented and/or strengthened policies programmes and plans for the sustainable management of natural resources and conservation of biodiversity, and will have reduced social and environmental vulnerabilities and intergenerational inequities.

Output 1: Support the knowledge production processes for risk factors.

This output was achieved by delivering two specific products: (i) preparation of a Comprehensive Disaster Risk diagnosis for Uruguay; and (ii) promotion of research activities.

In 2013, a risk assessment expert was hired (Haris Sanahuja), in the context of the program, and helped SINAE's authorities to develop a plan for preparing this first comprehensive disaster risk diagnosis.

The year 2014, saw a historical record of emergencies and disasters in the country, more than the past 60 years . Five consultancies were carried out: three junior consultants elaborated a fist analysis and design of the historical record (which helped to strengthen the emergencies data base of SINAE), one consultant complemented the national historical inventory of disasters in Uruguay (which helped to improve the measurement of the economic impact of disasters), as well as an analysis of historical impacts of threats in the fruit and vegetable sector (which helped to improve relative knowledge to this particular sector, considered strategic, for the socioeconomic context in which it is developed).

Also in 2014, a preliminary report including data collection and systematization of existing information on the study of floods by DINAGUA was designed. The report includes a situation analysis, the elaboration of criteria for evaluating the quality of data and the existing models. Moreover, a preliminary report including an analysis of the configuration of multi-hazard risk in the coastal area of Uruguay was designed, describing the type of threats and impacts to which the area under study is subject to.

In addition, a Regional Seminar took place, which included a national debate oriented to the generation and collection of technical inputs that complement the current governmental strategy and help develop risk reduction plans for identified threats, as well as a regional debate involving relevant national and international actors working on RRD. The Seminar met the expectations of its participants. The corresponding report will be delivered by the hired consultant.

Output 2: Strengthen emergency responses throughout the entire territory.

This output was achieved by performing two products: (i) establishing a response coordination framework; and (ii) establishing equipment for shelter/site/camps management.

In 2014, an international consultant was hired to assist SINAE in the design and implementation of simulation exercises on the response to disasters and emergencies. This task was extremely useful for testing the current operation of the General Response Protocol proposed by SINAE in specific events. Moreover, it was a very enriching experience for the human resources of SINAE, MSP and the CECEOED of Montevideo, as a basis for developing new simulations in the future. In addition, a proposal for creating a training room in the CECEOED of Montevideo was presented, which would be useful for improving the development of these exercises in the future.

Regarding the second product, an IOM expert in shelter management (Christopher Gascon) traveled twice to Uruguay to assess the current situation in the country. These visits had the objective of contributing to provide technical support to elaborate a Shelter Management Guide, taking into account the main challenges of the country. During the first visit to Uruguay, he met with local authorities of Canelones, Durazno y Flores y Soriano in order to assess the main needs in terms of shelter management.

During the second visit, the IOM expert jointly with SINAE organized a National Workshop which was attended by CECEOED (*Centro Coordinador de Emergencias Departamentales*) representatives. This meeting was useful to provide technical inputs to elaborate the national Shelter management Guide. Also, the expert met with the Head of Coordination Center of Emergency in Soriano, to get more information about the kind of shelter that this city used during the floods. Finally, IOM provided kits on Shelter Management used at international level to the representatives of all CECEOED of Uruguay

He made recommendations and with his input the SINAE is starting to work on a Shelter Management Guide and on a list for improving the available equipment for responding to the country emergencies.

Output 3: Coordinate, monitor and evaluate the Joint Programme for an adequate achievement of its objectives.

The Project had a Coordinator up until October 2014. The absence of the Coordinator from then on implied a great challenge for SINAE, AUCI, and the agencies in terms of the load work involved in the supervision, tracking and execution of activities until the end of the project. Anyway, it is worth noting the effective way in which products and activities were executed.

Both the Management Committee and the Project Coordinator, contributed substantially to the achievement of the objectives.

- **Qualitative assessment:**

One of the challenges for the project was the delay in implementation. In this respect, one of the main causes of this problem is that decisions about the progress of any activity implied a long process of agreement between the parties. Normally, the process started with the national partner, then it was discussed with the corresponding executing agency and later the decision was considered by the Management Committee. At the end, on many occasions, the national partner once again had to make the appropriate internal consultations, to move forward with the implementation. A possible solution for this problem could be to clearly define which activities need to be reviewed by the Management Committee and which not, at the beginning of each project.

Moreover, another cause for delays in implementation is that the national partner must, on several occasions, respond to specific emergencies that occurred in the country, prioritizing its resources to this activity, and therefore delaying the execution of some of the project activities. In addition, the coordinator, who was hired part-time, in the vast majority of project activities had no support in the administrative area. A solution for this could be to strengthen the Coordination Unit by increasing the number of hours of work of the coordinator or including administrative support.

Apart from the problem of delays in implementation, another challenge was the lack of human resources trained in several issues related to the project in Uruguay. This was a problem when hiring consultants, since in many cases the number of candidates was very low or even null. This led to the subsequent process of reallocation of resources, which was slowed by the previously described challenge.

Despite these challenges, the program has made progress in the implementation of many of the expected activities and has committed funds for most of the remainder, and will achieve the proposed policy objectives. The project's strengths served to minimize these problems; i.e. flexibility to adjust the project according to challenges and respond to changing scenarios, reallocation of funds and planning further activities on the project's progress, articulation of project stakeholders (agencies, AUCI and SINAE) and strength of the communication area of SINAE and Presidency.

ii) Indicator Based Performance Assessment:

Using the **Programme Results Framework from the Project Document / AWP** - provide an update on the achievement of indicators at both the output and outcome level in the table below. Where it has not been possible to collect data on indicators, clear explanation should be given explaining why, as well as plans on how and when this data will be collected.

	<u>Achieved</u> Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification
Outcome 1⁸ Indicator: The Government, with the participation of civil society, will have designed, implemented and/or strengthened policies programmes and plans for the sustainable management of natural resources and conservation of biodiversity, and will have reduced social and environmental vulnerabilities and intergenerational inequities. Baseline: Planned Target:			
Output 1 Support the knowledge production processes for risk factors.			
Indicator 1.1 Specialists and researchers hired for the elaboration of historical record (yes/no) Baseline: Planned Target:	Yes		Consultancy Reports
Indicator 1.2 Data gathering and dissemination activities for the elaboration of historical record (yes/no) Baseline: Planned Target:	Yes		
Indicator 1.3 Historical record of emergencies and disasters (yes/no) Baseline: Planned Target:	Yes		

⁸ Note: Outcomes, outputs, indicators and targets should be **as outlined in the Project Document** so that you report on your **actual achievements against planned targets**. Add rows as required for Outcome 2, 3 etc.

<p>Indicator 1.4 Studies on threats, vulnerabilities, current risk status and future scenarios (yes/no) Baseline: Planned Target:</p> <p>Indicator 1.5 Coordination of agendas for the Regional Seminar on Disaster Risk Baseline: Planned Target:</p> <p>Indicator 1.6 Number of institutions and individuals who attended the Seminar Baseline: Planned Target:</p> <p>Indicator 1.7 Coordination meetings to reach a consensus on the research agenda Baseline: Planned Target:</p> <p>Indicator 1.8 Call for pilot experiences pre-feasibility studies (yes/no) Baseline: Planned Target:</p> <p>Indicator 1.9 Pre-feasibility studies published (yes/no) Baseline: Planned Target:</p>	<p>Yes</p> <p>Yes</p> <p>Yes</p>		
<p>Output 2 Strengthen emergency responses throughout the entire territory</p>			
<p>Indicator 2.1 Protocols, manuals, and emergency response plans in line with the General Framework approved (yes/no) Baseline: Planned Target:</p> <p>Indicator 2.2 Number of actors taking part in</p>	<p>Yes</p>		

<p>the discussion and dissemination of protocols Baseline: Planned Target:</p> <p>Indicator 2.3 Report on damage and needs assessment, definition of communication and emergency requirements (yes/no) Baseline: Planned Target:</p> <p>Indicator 2.4 Number of communications equipment purchased Baseline: Planned Target:</p> <p>Indicator 2.5 Number of participants from diverse institutions which take part in training, simulations and drills Baseline: Planned Target:</p> <p>Indicator 2.6 Equipment purchased for CECOED Montevideo Baseline: Planned Target:</p> <p>Indicator 2.7 Assessment of equipment requirements for the management of shelters (yes/no) Baseline: Planned Target:</p> <p>Indicator 2.8 Training on gender and risk management (yes/no) Baseline: Planned Target:</p> <p>Indicator 2.9 Guide on shelter management prepared (yes/no) Baseline: Planned Target:</p> <p>Indicator 2.10 Guide on shelter management published (yes/no) Baseline:</p>	<p>Yes</p>		
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Planned Target:			
Output 3: Coordinate, monitor and evaluate the Joint Programme for an adequate achievement of its objectives			
Indicator 3.1. Hired staff working for the project (yes/no) Baseline: Planned Target:	Yes		
Indicator 3.2 Evaluation team hired (yes/no) Baseline: Planned Target:	No		

III. Resources

- Provide any information on financial management, procurement and human resources.
- Indicate if the Programme mobilized any additional resources or interventions from other partners.

Participating UN Organization(s)	Approved Joint Programme Budget	Approved Transfers to PUNOs (2014)	Expected Transfers to PUNOs (2015)
IOM	39,590	34.240	---
UNDP	223,095	117.165	---
UNESCO	31,030	4.280	---
UNFPA	5,350	5.350	---
Total:	US\$ 299,065	US\$ 161.035	---

ABBREVIATIONS AND ACRONYMS

AA	Administrative Agent
AUCI	Uruguayan Agency for International Cooperation
CFCC	Coherence Fund Consultative Committee
CFSC	Coherence Fund Steering Committee
DaO	Delivering as One
IOM	International Organization for Migration
MPTF	Multi-Partner Trust Fund
OCHA	Office for the Coordination of Humanitarian Affairs
PAHO/WHO	Pan American Health Organization/World Health Organization
PUNO	Participating United Nations Organization
RCO	United Nations Resident Coordinator's Office
SINAE	National Emergency System
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Framework Action Plan
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNRC	United Nations Resident Coordinator
UNS	United Nations System