

**GOVERNMENT OF INDIA**  
**UNITED NATIONS DEVELOPMENT PROGRAMME**  
**Project Document**  
**(Substantial Project Revision)**

Project Number: IND/02/006/C/01/99

*Project Title:* *Disaster Risk Management Programme*

Project Short title: DRM

Estimated Start Date: August 2002

Estimated End Date: December 2007

Executing Modality: NEX with Country Office Support

Executing Agency: Ministry of Home Affairs

Implementing Agency: Ministry of Home Affairs with UNDP Country Office support

Project Coverage: National level and in selected states: Assam, Bihar, Delhi, Gujarat, Maharashtra, Meghalaya, Orissa, Sikkim, Uttaranchal, Uttar Pradesh, West Bengal, Tamilnadu

Brief Description

The programme essentially aims to contribute towards the social and economic development goals of the National Government and enabling 12 State Governments to minimise losses of development gains from disasters and reduce vulnerability. It will demonstrate a sustainable model for mainstreaming of disaster risk management at all levels with focus on district and community level activities, based on which the Government of India would replicate the approach and process in the remaining hazard-prone districts in the country. The vital output of this project is multi-hazard risk management and sustainable recovery plans at community, Panchayat and other administrative levels (Block/Taluka, District and State) in some of the most multi-hazard prone states and districts, and strengthening institutions responsible for sustainability and replication of these efforts. At the national level this programme seeks to provide support to the Ministry of Home Affairs to set up an institutional framework for disaster preparedness, response, prevention and mitigation and would be used as a platform to launch the initiatives envisaged in the **National Disaster Management Framework**. The programme will help boost capacities at all levels with special emphasis on women, to address disasters through an integrated approach for reducing socio-economic and environmental vulnerabilities.

*Phase I of the project was approved in August 2002 with UNDP inputs of US\$ 2 million. This project revision is being issued to (i) approve Phase II with additional UNDP inputs of US\$ 5 million (ii) indicate the new results & resources framework (iii) mainstream in the document the gender addendum recommended by the Programme Management Board in its meeting on 1 November 2002.*

<b>On behalf of:</b>	<b>Signature</b>	<b>Date</b>	<b>Name/Title</b>
Government of India	_____		P. K. Deb, Joint Secretary, Dept. of Economic Affairs
Executing Agency	_____		R. K. Singh, Joint Secretary, Ministry of Home Affairs (DM)
UNDP Representative, UNDP,		New Delhi	Dr.BrendaGaelMcSweeney,Resident

**UNITED NATIONS DEVELOPMENT PROGRAMME**

Programme Number: IND/02/006

Programme Title: Natural Disaster Risk Management Programme

Programme Short Title: NDRM

Estimated start date: August 2002

Estimated End Date: December 2004

Executing Agency: Ministry of Home Affairs (MHA)

Implementing Agency: UNDP

Sub-programme Site: National, and selective vulnerable states (Orissa, Bihar, Gujarat)

Summary of UNDP and Cost Sharing: (as per attached budgets)		
UNDP:	Current:	Previous:
TRAC (1 & 2)	\$ 2,000,000	-
TRAC (3)	\$ -	-
Others	\$ -	-
Cost Sharing:	\$ -	-
Government:	\$ -	-
Financial Institution	\$ -	-
Third Party	\$ -	-
<b>Total</b>	<b>\$ 2,000,000</b>	<b>-</b>

Approval Date:

**Brief Description:** This Programme essentially aims to contribute towards the social and economic development goals of the national Government and enabling state Governments in two sub-national networking hubs to minimize loss of development gains from natural disasters and reduce vulnerability.

It will demonstrate a sustainable model for mainstreaming of disaster risk management at all levels with focus on district and community level activities. *The vital output of this project is multi-hazard risk management and sustainable recovery plans at community, Panchayat and district levels in some of the most multi-hazard prone states and districts, and strengthening institutions responsible for sustainability and replication of these efforts. At the national level this Programme seeks to provide support to the Ministry of Home affairs to set up institutional framework for disaster preparedness, prevention and mitigation. The Programme will help boost local capacities to address disasters through an integrated approach for reducing socio-economic and environmental (including natural hazards) vulnerabilities.*

On behalf of	Signature	Date	Name/ Title
Government of India		19/8/02	Department of Economic Affairs
Executing Agency		27-8-2002	Ministry of Home Affairs
UNDP		19. VIII. 02	Dr. Brenda G. McSweeney, Resident Representative, UNDP New Delhi

## Disaster Risk Management (DRM) Programme

### Community Based Disaster Preparedness and Risk Reduction Through Participation of Communities and Local Self Governments

#### Summary of the Programme:

UNDP has been supporting various initiatives of the central and state Governments to strengthen disaster management capacities for nearly a decade. UNDP proposes to accelerate capacity building in disaster reduction and recovery activities at the national level and in some of the most-vulnerable regions in the country through community-based and gender sensitive approaches with two sub-national Networking Hubs. It is designed to assist the states in the country, which are most prone to natural disasters such as Gujarat, Orissa, Bihar, Tamil Nadu, West Bengal, Maharashtra, Delhi, Uttar Pradesh, Uttaranchal, Assam, Meghalaya and Sikkim. The thematic focus will be on **awareness generation and education, training and capacity development for mitigation and better preparedness in-terms of disaster risk management and recovery at community, district and state levels, and strengthening of state and district disaster management information centers for accurate and timely dissemination of warning. Specialized support to Ministry of Home Affairs (MHA) would be provided to enable them to set up the institutional and administrative system for disaster risk management.** [Ref: Vulnerability Atlas, Govt of India]. [Attached- Annexure- IA: List of most multi-hazard prone districts in the country identified for the programme.]

**The overall goal of the programme is “Sustainable Reduction in Disaster Risk in some of the most hazard-prone districts in the selected States of India”.**

Eastern and Western India have been suggested as the preferred locations of the two Networking Hubs for disaster risk management as they are strategically located in terms of lessons learnt from the disasters they have experienced in the past. They have all the features of ‘disaster-prone’ areas given their high degree of vulnerability. These two networking hubs will also facilitate better liaisoning with state counterparts and would contribute to UNDP’s national efforts in strengthening capacities for disaster risk management. This programme would also dovetail all national programmes supported by UNDP, especially pro-poor initiatives, uncertainty reduction, and vulnerability adaptation and assessment under the UN Framework for Convention on Climatic Change.

**To achieve the programme results, resources required for the DRM programme in 125 most-hazard prone districts of 12 States would be approximately US\$ 27 million over a period of six years. This programme forms the nucleus of a much larger programme for which resources would be mobilized under a multi-donor framework constituted by Govt of India to achieve the overall goal of the programme.**

**Govt of India-UNDP have earlier approved US\$ 2 million from CCF-I to initiate the programme in 28 districts of Orissa, Bihar and Gujarat along with national level capacity building support to the Ministry of Home Affairs (MHA).**

The Community based approach that was envisaged in the programme has been well-received by communities, Panchayati Raj Institutions (PRIs) and State Governments in the 3 pilot states in Phase I, where successful partnerships have been established with Governments, civil society, as well as private sector. A group of international and national experts evaluated the approach and process under this programme, and rated it as an effective and sustainable initiative. The team also noted that the approach and scale make it a pioneering initiative. Following the successful initiation of activities in Phase I, The Government of India has formulated The National Disaster Management Framework and Roadmap for the country with UNDP support, making this programme a platform for future National initiatives in disaster risk management. The Government of India has taken initiative in mobilising resources for this programme from bilateral and other funding partners.

**It is now proposed to utilize additional US \$ 5 million for (1) National and state level vulnerability reduction strategies (2) development of risk and vulnerability reduction indices (3) multi-hazard preparedness and mitigation plans in 45 districts in ten most-disaster prone states of India.**

**Need for creativity, flexibility and multiple partnerships in implementation of this Programme are crucial factors and thus, MHA would execute the programme under National Execution (NEX) guidelines with UNDP Country Office Support for the resources from Country Cooperation Framework.**

## Part I a: Situation Analysis

The Indian sub continent is highly prone to natural disasters. Floods, droughts, cyclones and earthquakes are a recurrent phenomenon in India. Susceptibility to disasters is compounded by frequent occurrences of manmade disasters such as fire, epidemics etc. Between 1988 and 1997, disasters killed 5,116 people and affected 24.79 million every year. The changing topography due to environmental degradation has also increased the vulnerability of the country. In 1988, 11.2 % of total land area was flood prone, but in 1998 floods inundated 37% geographical area. Two major disasters that India has experienced in the recent past are the Super cyclone in Orissa (1999) and the Earthquake in Gujarat (2001). *Frequent disasters lead to erosion of development gains and restricted options for the disaster victims. Physical safety---especially that of the vulnerable groups---is routinely threatened by hazards. These two major disasters have very clearly illustrated that we need multi-hazard prevention, response and recovery plans for natural hazards so that threat to human life and property is minimized.*

Disaster risk management is essentially a development problem and thus any preparedness and mitigation planning will have to be taken up in tandem with environmental concerns that the country is facing today. The Government of India has set up a National Committee on Disaster Management (NCDM) under the Chairmanship of the Prime Minister. The recommendations of this National Committee would form the basis of national disaster risk management programme and strengthening the natural disaster management and response mechanisms. The High Powered Committee [HPC] on Disaster Management was earlier constituted in August 1999. The mandate of the HPC was to prepare Disaster Management Plans at National, State and District level and also suggest strengthening of existing arrangements. The recommendations of the HPC relating to the distribution of relief and human resource development that primarily concerns the States have been communicated to the States for appropriate action. **The Ministry of Home Affairs in the National Government is the new nodal ministry for disaster management.**

Disaster management is deemed to be a 'state subject' and different states have initiated efforts to strengthen their agencies responsible for disaster management. Orissa State Disaster Mitigation Authority (OSDMA) and Gujarat State Disaster Management Authority (GSDMA) were constituted after two major disasters that the respective states experienced. They are autonomous agencies of the respective state governments, and UNDP has been working closely with both these agencies. *UNDP's partnerships with the national and state institutions have been based on the links that natural disasters have with scarcity, inequality and vulnerability.*

*This Programme essentially aims at strengthening community, local self-governments and district administrations' response, preparedness and mitigation measures in some of the most vulnerable districts [ref: Vulnerability Atlas, GoI] along with states' and national response.*

The key element of this programme is establishing linkages between the Government and civil society response plans and capacity building of Government institutions and the local self-governments in disaster mitigation, preparedness and recovery. **Panchayati Raj and Urban Planning Institutions** at all levels in the selected districts would be

directly involved in the planning process to ensure sustainability of these initiatives. A wide representation of women is envisaged in this project during the planning process. Self-help groups of women in the programme areas would be directly involved in the disaster risk management programme. This project will work closely relevant Government departments and institutions at the national and State levels. Learnings from this programme will feed into the national capacity building programmes of the Govt of India, and the global knowledge base on disaster risk management.

### **Part Ib: Programme Strategy**

UNDP intends to support national and state efforts in disaster management with emphasis on the most *multi-hazard prone districts* by strengthening the capacities of the communities, local-self governments and districts to deal with future disasters. There is a need for capacity building at each level: community, and local self-governments in both urban and rural areas, district and state administration and national institutions.

On the basis of the Vulnerability Atlas prepared by Building Materials Promotion and Technology Council (BMPTC), Government of India, UNDP and Ministry of Home Affairs have identified 199 multi-hazard prone districts in the country. UNDP would focus on all multi-hazard prone districts in select States, which are extremely vulnerable to natural hazards such as **Gujarat, Orissa, Bihar, Tamil Nadu, West Bengal, Maharashtra, Delhi, Uttar Pradesh, Uttaranchal, Assam, Meghalaya and Sikkim** for a comprehensive programme on disaster risk management. In this programme, a multi-pronged strategy would be adopted:

- *Support to Ministry of Home Affairs for ensuring administrative, institutional, financial and legal mechanisms for disaster risk management.*
- *Support National Government [MHA] efforts in strengthening its role in community and local self-governments' preparedness and response, including support to National Civil Defense College [NCDC] & National Fire Service College [NFSC].*
- *Comprehensive disaster risk management programme in the selected 125 most vulnerable districts falling in **Gujarat, Orissa, Bihar, Tamilnadu, West Bengal, Maharashtra, Delhi, Uttar Pradesh, Uttaranchal, Assam, Meghalaya and Sikkim** in two phases. These states are exposed to various natural disasters and strengthening disaster prevention, response and recovery in all multi-hazard prone districts would minimize disaster risk. The programme components would include the following:*
  - *Development of state and district disaster management plans.*
  - *Development of disaster risk management and response plans at Village/ Ward, Gram Panchayat, Block/Urban Local Body levels.*
  - *Constitutions of Disaster Management Teams and Committees at all levels\_with adequate representation of women in all committees and team. (Village/ Ward, Gram Panchayat, Block/Urban local body, District and State.)*
  - *Capacity building of Disaster Management Teams at all levels. Special training for women in first aid, shelter management, water and sanitation, rescue and evacuation, etc.*
  - *Capacity building in cyclone and earthquake resistant features for houses in disaster-prone districts, training in retrofitting, and construction of technology demonstration units.*
  - *Integration of disaster management plans with development plans of local self-governments.*

Disaster Risk Management can be addressed in three ways: structural measures, non-structural measures and establishing failsafe communication networks. **Structural** measures would reduce the impact of disasters and non-structural measures would enhance the management skills and improve capacities of the community, local self-governments, urban bodies and the State authorities to prepare, prevent & respond effectively to disasters. **Non-structural** measures are of utmost importance, and include vulnerability mapping, risk assessment analysis, hazard zoning, inventory of resources to meet the emergency, etc.

The project envisages the following:

- Appropriate specialized support to Ministry of Home Affairs (MHA) for setting up the system and framework for disaster risk management.
- Development of national/state database on vulnerability, disaster risk management and sustainable recovery.
- Strengthening National and State Governments through support for hardware and software for disaster risk management and capacity building of institutions.
- Awareness campaigns on disaster mitigation and preparedness for each programme state.
- Support to include disaster management in school curriculum and schedule to drills in disaster prevention and response for schools.
- Promoting partnerships with academic institutions and private sector in development of disaster risk management plans.
- Development of training manuals in Disaster Management for District, Block, Gram Panchayat, Villages/Wards for each State in vernacular languages.
- Capacity building activities for all stakeholders including civil society organizations in the rescue, relief and restoration in disaster situations, and the use of equipment involved.
- District multi-hazard preparedness and mitigation plans intergrating Block/ULB, Gram Panchayat, Village/Ward plans which would involve vulnerability mapping, risk assessment and analysis, hazard zoning, resource inventory, response structure, etc
- Strengthening *disaster management information centers* in programme states and districts for accurate dissemination of early warning and flow of information for preparedness and quick recovery operations.
- Dissemination of cost effective alternate technologies for hazard resistant housing –including retrofitting/roof top rainwater harvesting features as long-term mitigation measures.
- Developing Vulnerability and Risk Indices, and annual Vulnerability and Risk Reduction Reports for creating benchmarks to measure disaster risk management.

## **Part IC: Goals and Objectives**

**Goal: Sustainable Reduction in Disaster Risk in some of the most hazard prone Districts in selected States of India**

**Indicators:** The indicators of achievement of this goal would be:

- ***Risk reduction factored in rapid disaster recovery.***
- ***Disaster mitigated and development gains protected.***
- ***Disaster risk considerations mainstreamed into development.***
- ***Gender equity in disaster preparedness.***

- PSO-I** National capacity building to institutionalize the system for natural disaster risk management in Ministry of Home Affairs.
- PSO-II** Environment building, education, awareness programmes and strengthening capacities at all levels in natural disaster risk management and sustainable recovery. [*Development of manuals and training modules, information, education and communication materials and their dissemination, awareness campaign strategy and implementation for disaster reduction and recovery.*]
- PSO-III** Multi-hazard preparedness, response and mitigation plans for disaster risk management at state, district, block, village and ward level in 125 most multi-hazard prone districts of 12 selected states.
- PSO-IV** Networking knowledge on effective approaches, methods and tools for disaster risk management, developing and promoting policy frameworks at State and National levels.

The activities envisaged are as follows:

**Activities under PSO I:**

- Supporting the Ministry of Home Affairs for establishment of institutional, administrative, financial and legal systems for disaster risk management, with built-in mechanisms to ensure adequate representation of women at community level.
- Capacity building of functionaries at National level to sustain the programme.
- Support to NCDRC and NFSC to strengthen them as resource centers for disaster management.
- Exposure visits to understand the best practices in the area of disaster risk management and sustainable recovery.
- Support for outlining the development of policy initiatives for disaster risk management in the country, building on the work of High Powered Committee report, and with a conscious effort to mainstream gender (by giving special thought to the needs of women and disabled persons in policy, in preparedness, mitigation as well as response) and decentralization (by ensuring PRIs' ownership in disaster management activities and plans at community level) at all levels of disaster management.

**Activities under PSO II:**

- Consultations with National and State Governments, NGOs, training institutions, private sector etc., at state, district and sub-district levels for area specific disaster reduction and recovery strategies.
- Finalization of districts for the programme in the selected States.
- Sensitization of all stakeholders, including women representatives and PRIs on the need for disaster risk management and mitigation.

- Formulation of state specific awareness campaigns and strategies for implementation for disaster risk management in the selected districts (hazard specific Do's and Don'ts, checklist for preventive measures, etc.)
- Awareness generation programmes at all levels including all villages/wards in selected districts through workshops/seminars/training, posters/leaflets, wall painting, and observation of disaster risk management day/week. At the community level, women volunteers, village level functionaries and PRIs would be used to organize the events.
- Development of school primers on disaster management, training of teachers in curricula, preparedness and response activities, mock drills in schools, etc.
- Development of manuals for District, Block, Gram Panchayat, Community and Ward level for preparing disaster risk management and response plans.
- Development of manuals for design and construction of hazard-resistant houses in the selected districts.
- Development of user-friendly manuals for retrofitting, roof top rainwater harvesting features, etc.
- Training of all stakeholders on the process of development of village/ward based disaster risk management and response plans.
- Manuals for training and orientation of **Disaster Management Teams [DMT]** at all levels in dissemination of accurate warning, search and rescue operations, first aid, water & sanitation, shelter management, counseling and damage assessment for early response and recovery, proper utilization and better coordination of relief materials during crisis time. All manuals would address disaster response and recovery needs of special groups such as disabled persons, children, elderly people, pregnant women, etc.

#### **Activities under PSO III:**

- Geographical Information System (GIS) based hazard and vulnerability mapping along with risk modeling of the 125 multi-hazard prone districts in the 12 programme states.
- Identification and establishment of working networks of nodal agencies and partners at different levels for implementation of the programme. Formations of committees to look at gender mainstreaming.
- Formation of State, District, Block, Gram Panchayat, Village/Ward **Disaster Management Committees [DMC]**, which would include all concerned Government Departments/functionaries, Senior Citizens, National Cadet Corps (NCC), National Social Service (NSS), Nehru Yuva Kendra Sangathan (NYKS), Zilla Sainik Board, elected members (PRIs), NGOs, Community Based Organizations (CBOs) and other civil society response groups. Each DMC would have equal representation of women, and at community level, would include schoolteachers, disabled persons, village volunteers and members of isolated hamlets.
- Vulnerability mapping and risk assessment in all the multi-hazard prone districts with special emphasis on vulnerability and risk of women, disabled persons and children, to help in formulating gender equitable and sustainable community plans for disaster preparedness.
- Development of disaster management plans at district, block, municipality, gram panchayat, village/ward levels. Women and disabled persons, socially marginalised sections, etc would be an integral part of the plan preparation activity.

- Development of Inventory of resources at all levels for speedy response during emergencies - use of GIS to project the resources on the maps for immediate decision-making.
- Development of disaster response structure from village/ward to district level.
- Formation and training of **Disaster Management Teams [DMT]** at all levels. Each DMT would ensure adequate representation of women. Members of DMTs at all levels would be sensitised to response and recovery needs of special groups.
- Identification aprons and emergency response kits for DMT members.
- Disaster Response Mock drills at all levels- National, State, Districts, Block, Gram Panchayat and village/ward levels.
- Installation of Information Technology (IT) based early warning systems in the National Control Room, State Control Rooms and District Disaster Management Information Centers (control rooms) for dissemination of accurate/user-friendly warnings.
- Enable citizen's access to disaster risk management and development related information at District Disaster Management Information Centers.
- Support to Districts: emergency kits [e.g. mobile control rooms, boats, tents, etc.]
- Training of masons and engineers to upgrade their skills in the construction of cost effective disaster resistant houses and in retrofitting features. Women construction workers would be encouraged to train as masons, and training sessions would ensure women's participation
- Model technology demonstration units showing retrofitting initiatives and rooftop rainwater harvesting features as mitigation measures in the selected districts. Participation of women would be encouraged.

#### **Activities under PSO IV:**

- National database on disaster risk management and disaster response plans.
- Capability assessment and national training plan for natural disaster risk management
- Capacity building of State Administrative Training Institutions (ATIs) at National and State levels for development of disaster risk management plans.
- Research and documentation on disaster risk management indices for each State.
- Development of Risk and Vulnerability Reduction Indices and annual reports.
- Documentation and sharing of best practices in India in disaster risk management for wider circulation as part of training curriculum.
- Development and use of a web-site linking DRM Programme implementation partners (National and State Governments, UNDP, etc) to share activities, approaches, methods to mainstream disaster management, gender, decentralization etc. and exchange best practices and lessons learnt between States.
- Consultations and studies in disaster risk management and global climatic change linkages.
- Development of GIS based disaster vulnerability database for States and its use to generate risk and vulnerability reports, to be used –as policy instruments to direct national and state policy on disaster risk management.

## Part II: Result Framework

The Ministry of Home Affairs (MHA) is the nodal agency for disaster risk management at national level, to ensure the sustainability of the all activities. This programme proposes to provide capacity building support to nodal ministry.

The interventions are aimed at reducing the risk and vulnerability of these states and districts towards different natural hazards by involving all stakeholders, including NGOs, Civil society organization and private sectors through proper guidance from the nodal agency. The programme also aims at enhancing the capacity of the functionaries to respond properly during the time of emergencies. Expected results would be higher degree of awareness starting from village to district to state levels. Research centers and training institutions would assist in developing a suitable strategy for each state and advocacy for replication of the outcomes of the project in other areas. It would also facilitate to establish networking among all project states for sharing of information and helping each other during the time of crisis. Simultaneously all control rooms would be strengthened with equipments and operational manuals to function as disaster management information centers. Information Technology (IT) centers set up at the district level would enable the community to have easy access to information on disaster risk management along with meeting other information needs of the community.

Following are the **direct outcomes** of the programme:

- Administrative and institutional framework developed for Natural Disaster Risk Management Cell in Ministry of Home Affairs.
- Enhanced capacity in Ministry of Home Affairs for natural disaster risk management
- Disaster risk management cell with scientific warning dissemination system at MHA able to provide adequate and timely support to the implementing agencies.
- Comprehensive disaster risk management framework and recovery strategies in 125 districts of 12 programme states within proposed 6 years.
- Aware and informed community in 125 hazard-prone districts on disaster risk management and mitigation.
- 125 multi-hazard prone districts have multi-hazard disaster risk management, response and mitigation plans\_based on vulnerability and risk assessment of women and children towards natural disasters.
- Greater participation of elected women representatives of local self-governments in 125 districts in the process of disaster preparedness and risk management.
- Enhanced capacity of the government functionaries of the nodal agency at the state level and in all selected districts in developing and updating the risk management and response plans for different hazards from time to time.
- Enhanced capacity of women in First aid, Shelter management, Water and Sanitation and Rescue Evacuation.
- Well-equipped disaster risk management information centers at selected States and Districts.
- Emergency kit at all selected districts of 12 states.
- Manual, training module and awareness strategies are available for replication in other areas.
- Enhanced capacity of the training institutions for training in disaster risk management.
- Trained skilled masons and engineers for hazard-resistant housing.

- Models for dissemination of best practices in retrofitting in roof top rainwater harvesting.
- Knowledge network for better involvement of stakeholders
- National and State database on natural disaster risk management developed.
- Vulnerability and Risk Reduction Reports prepared for integration of vulnerable reduction into development programmes to allocate resources more effectively to the needy states.

**The following are indirect outcomes of the programme:**

- Reduction of expenditure on disaster relief & increased investment in preparedness measures.
- Sharing of disaster relief cost by the community.
- Self-reliant village, Gram Panchayat, Blocks and Districts for preparedness.
- Convergence of services & links to area development plans.
- People's awareness and participation increased.
- Access to information by the people.
- Cost reduction in housing construction.

**Part III: Management Arrangements**

**III A. Execution arrangements**

*Ministry of Home Affairs, Govt of India would execute this programme under National Execution [NEX] guidelines.* The programme involves partnerships at different levels and with different stakeholders. It aims to reach most multi-hazard prone states and districts and thus it has a multi-state focus. The programme seeks to establish close partnership with communities and civil society organizations. Programme demands greater flexibility, creativity and innovative approaches for natural disaster risk management.

**Institutional arrangements**

- *Coordination at the National level:* The Ministry of Home Affairs, Government of India will be the nodal agency at central level for smooth execution of the programme supported out of Country Cooperation Framework resources. There would be a Programme Management Board (PMB) headed by the Secretary, MHA to provide overall guidance to the programme. Programme Steering Committee (PSC) headed by the Joint Secretary [DM] in MHA would be constituted, which will meet in every quarter to review the progress of the programme.
- *Monitoring at the State level:* In each state, a State Steering Committee (SSC) headed by Chief Secretary will review the programme at periodic intervals. The committee may consist of executing agencies, implementing agency and UNDP. A joint UNDP-Govt of India assessment would be carried out to examine the effectiveness of the programme at the end of each programme year.
- The financial arrangement and audit would as per the guidelines of Department of Economic Affairs, UNDP guidelines and procedures established for Country Office Support agreements.

**III B. Implementation Arrangements:**

The programme would be implemented by UNDP in partnership with the state nodal institutions and NGOs in Programme states and districts.

The national nodal agency, Ministry of Home Affairs would be provided support to develop national disaster risk management framework, strengthen the institutional, administrative, techno-legal and legal systems for disaster risk management. For smooth execution and to ensure sustainability, State nodal agencies will take support of the existing training institutions/ resource units in the state for up gradation of the disaster risk management plan and the training capabilities of the different stakeholders.

The state office would also facilitate in undertaking research activities and providing support to each programme state with training manual, guideline and development of database with other UNDP supported programmes such as *strengthening of regional resource centers for Panchayati Raj Institutions, support to ATIs under administrative reforms programme*, programmes in the energy and environment sector and all community-based pro-poor initiatives etc.

Village/ward based multi-hazard preparedness and response plans would be prepared by the local institutions and linkages with the existing developmental programme would be established to address the causes of vulnerabilities. Local-self governments at all levels would be directly involved in these exercises for sustainability of the programme in long term..

### **III. C. Implementation Process**

The disaster management plan would start from the village/ward level and would be consolidated through similar planning at the Panchayat, Block, District and Urban Local Bodies levels in the selected districts. A cadre of village volunteers would be created to carry out the village based natural disaster risk management programmes in the select programme districts. These Village Volunteers will be drawn from the community with the help of civil society organizations such as NCC, NSS, NYKS, Scouts and Guides and Civil Defence etc. The plans would focus on the disaster risk prevention and early recovery through community-based preparedness and response plans, skill development for construction of hazard-resistant housing and enhanced access to information as per the need of the community.

The State Nodal Authorities, Panchayati Raj Departments / Urban Bodies and national organizations such as NYKS and NSS would play major role in the implementation of the programme.

The following activities will carried on in partnership with state nodal agencies and civil society response groups.

#### **Awareness Campaign Strategy:**

An effective disaster risk management campaign strategy will be developed in consultation with all stakeholders of the selected states for public education to take preventive measures in the wake of natural hazards to minimize the loss. The state nodal agency with the help of civil society response groups would take up a massive awareness campaign through out the selected districts for preparedness through rallies, mass meeting, different competitions like essay, debate, drawing etc. among school students, posters, leaflets. Similarly wall paintings will be done in each village explaining

Dos and Don'ts of various disasters, showing the safe shelters and safe routes for evacuation etc.

### **Gender equity in disaster preparedness and mitigation:**

Special groups such as women, disabled persons, children, etc. are more vulnerable in an emergency situation and hence require special attention. The programme will aim at strengthening capacities of these groups to respond to disasters. Vulnerability and risk assessment in all the multi-hazard prone districts would have special emphasis on women and children. Adequate representation of women in Disaster Management Committees and Teams shall ensure their participation in decision making in all stages of the disaster continuum. This would result in formulation of gender equitable and sustainable community plans for disaster preparedness.

Special training shall be provided to women for enhancement of their capacities to carry out the activities effectively. Capacity building of women groups will include skill upgradation in use of the latest know-how for effective response and sustainable recovery in disaster situations.

### **Manuals and standard operating guidelines:**

Based on the experiences of Orissa and Gujarat disaster preparedness programmes, the state nodal agencies and research units will develop training manuals for Village, Gram Panchayat, Block, District and State disaster management team, manuals for development of contingency plans for different hazards and Standard Operating Procedures [SOPs] for all levels. The manuals would be printed in vernacular languages after field-testing. Training will be provided to the stakeholders to use the manuals and widely circulated for replication of the programme. In all manuals special column shall be there for coping mechanism of women in disaster situations.

### **Formation of Disaster Management Team/Committees:**

Disaster Management Teams (DMT) would be formed at different levels to carry out the activities during emergency for sustainable recovery from disaster such as State, District, Municipality, Block, Gram Panchayat, Community and Ward. DMT at village/ward level would comprise of a group of 10-12 people in task-based groups such as Early Warning (EW), Search and Rescue Operation (SRO), First Aid & Water & Sanitation (FAWA), Shelter Management (SM), Trauma Counseling (TC) and Damage Assessment (DA) groups. Similarly, DMT at Gram Panchayat, Municipal and Block level may be formed with the involvement of people' representatives, members from local administrative system like local police, Medical Officer, Junior Engineer from Rural Water Supply and Sanitation, Veterinary Assistance Surgeon / Inspectors, Revenue Inspector, Block Development Officers (BDO) etc. BDO would be the convener of the team at the Block level.

At the District level, the team may include District Collector (DC/DM), Superintendent of Police (SP), Chief of District Fire Services, Chief District Medical Officer (CDMO), District Public Relation Officer (DPRO), Executive Engineers of Irrigation, Roads and Buildings, District Civil Supply Officer, representative of the NGOs/CBOs, Civil Defence and others. The team will work under the direct supervision of District Collector.

At the State level, the Chief Secretary will head the DMT. The team may comprise of Relief Commissioner/ Revenue Secretary, Secretary Home Depts, State Police Chief (IG), State Chief of Metrological Department (IMD), State Chief of Fire Services, Health

Secretary, Secretary/Director (Animal Husbandry), State Civil Supply Officer, Secretary commerce and transportation, Director (NYKS/NCC/NSS), Chief Engineers of Irrigation, Roads and Building, representatives from civil society organizations and others.

In addition, there will be an Advisory Committee at each levels to facilitate the preparedness programme and develop the natural disaster risk management and emergency response plans and providing timely support to the DMTs.

**Training/ Capacity Building:**

State nodal agency and UNDP will organize the Training of trainers (ToT) at state, district and block levels to enhance the capacity of disaster management committees and prepare a core team to trainers and training. Training would be a continuous process on disaster risk management programme. The trained cadre will facilitate the process of contingency plan development at different levels.

Selected village volunteers will be provided with three modular training programmes to develop the village contingency plans. One or two volunteers will be selected by the PRIs/ CBOs/NGOs from their own locality, based on their past experiences on relief and rehabilitation activities for facilitating the process at village and GP levels. More emphasis will be given to women volunteers in development of village disaster management activities.

Specialized training will be organized at different levels for the disaster management team members for enhancement of skills to effectively carry out their responsibilities such as warning dissemination, search and rescue operation, shelter management, first aid, trauma counseling and damage assessment etc. The DMT members will be provided a specific type of apron or jacket for easy identification after the training. Adequate training will be provided to the women DMTs to carry out activities during emergency situation.

Exposure visit of the Government Officials, PRIs and DMTs will be arranged to the best practice areas in sustainable recovery and preparedness on disaster risk management for capacity building.

Regular studies, research and workshops will be conducted at state and national levels on the vulnerability analysis, existing coping mechanism, revision and modification of the existing administrative, legal, techno-legal and institutional systems, as per the suitability of different localities and need of the areas.

Training manuals, standard operating procedures and documentation of the best practices are important components of disaster preparedness programmes and will be developed for different levels for easy adoption, replication and sharing.

**Development of disaster risk management plan:**

The trained volunteers, government functionaries, CBOs/NGOs and PRIs will facilitate the process of development of Contingency Plan [CCP] based on the vulnerability of the areas and available resources and form the DMT as per the need at village/ ward, Gram Panchayat and Blocks disaster risk management plan respectively. Palli Sabha, Gram Sabha and Panchayat Samitis will approve all the plans respectively to make it as a part of the ongoing programme.

The District Disaster Management Committees will develop district multi-hazard risk management plan with support from the UNDP District Project Officer and prepare response plans to meet the emergency needs after undertaking resource mapping and vulnerability analysis. The plan will be based on the compilation of all 'Block/Taluka disaster management plans' and it will be approved by the Zillah Parishad.

Based on the disaster preparedness and response plan there will be mock drills before disaster seasons to find out the feasibility of the plan and to ensure greater role clarity of the key players. It will also ensure the availability and functional condition of equipments and resources.

**Demonstration Unit:**

Construction of demonstration unit on disaster resistant and cost effective technology in housing sector would be done through trained masons and engineers for wider dissemination and adoption of the technology in selected districts, which enable the communities to adopt disaster-resistant and cost-effective technologies. Training and skill up-gradation of engineers and masons in construction of multi-hazard resistant houses would lead to safer habitat for the community. Model retrofitting and roof top rainwater harvesting initiatives in some multi-hazard prone programme districts will facilitate in dissemination of structural mitigation measures.

**Emergency Rescue Kits:**

Support will be provided to the district administration for having an emergency kit with some essential equipments like a boat, portable power generator set, early warning equipments, tents, power saw etc. to meet the emergency need at the time of natural disasters like cyclones or flood or earthquakes. Each selected district will be provided the equipment kit as per their need. Equipments will procure in consultation with state and district administration and the maintenance will be the responsibility of the district administration.

**Resource Inventory data base:**

Support will be provided to each state to have a web enabled resource inventory for mobilization of resources and volunteers for emergency. IT facilitators will support the state government for development of a resource database, which will updated regularly by the nodal agency to know the status of the resource availability. Similarly, each state will have a list of volunteers with specific skill set- those who can be utilized by the state nodal agencies during emergencies.

**Strengthening state and District Disaster Management Information Centers:**

Necessary support will be provided in terms of equipments like advance communication equipments such as computer with internet facilities, HAM equipments, FAX etc to the district control room and state control room and training to the functionaries to handle the equipments during emergency. Thus there will be well-equipped control room at state and district levels to disseminate accurate warning for advance action. These control rooms will also provide platform for the coordination during and post emergencies.

**Vulnerability and risk indexing and Report:**

Benchmarking of vulnerability and risk would be attempted through national level research on the subject. Vulnerability and Risk Index would evolve through a consultative process. A national database would also be developed for assessment of preparedness and Risk Vulnerability Reports.

### **III D: Sustainability**

Village disaster preparedness and response plans will be approved by the Palli Sabha/ Village meeting /assembly to make it a public document. It will establish linkages with the existing development programmes to reduce the vulnerability of the areas. Similarly, the Gram Panchayat disaster management plans will be the compilation of all village plans, which will be approved by the Gram Sabha, and Panchayat will endeavor to support mitigation plans under the annual development plans. The Gram Panchayat mitigation plan will be reflected in the Panchayat Samiti plan and Panchayat Samiti plan in the Zillah Parishad plan. This will be an ongoing process at all levels and district mitigation plan would be a sub-set of district annual development plan. Disaster preparedness and mitigation planning will be an integral part of all developmental planning process. Specifically, the following will be the measurable indicators of success of the programme:

- Preparedness, response and mitigation planning becomes an integral part of Annual Development Planning process at all levels
- Disaster Management Committees and Disaster Management Teams conduct regular mock drills to enhance preparedness
- Well equipped and functional state and district disaster management information system [Clear line of command for warning dissemination at different levels]
- Specific modification in building codes and techno-legal systems for risk reduction
- Adequate human resource capacity for training and capacity building in disaster preparedness and response functions
- Manuals and guidelines will be available for all operations for pre, during and post-emergencies
- Trained masons available at village level on alternate and cost effective technology for building a safer habitat

### **III E. Exit Strategy**

The exit strategy would be based on strengthening local capacities for development and up gradation of disaster preparedness and response plans along with regular mock drills. With trained human resource made available in the state and district and the entire planning process linked to development plans, UNDP programme implementation support could be withdrawn gradually from all programme districts. UNDP implementation strategy is based on partnerships with local institutions and empowering District Disaster Management Committees and Disaster Management Teams at all levels. Mainstreaming risk management and vulnerability reduction activities in the development plans and enhancing capacities of Government functionaries would ensure that the achievements of the programme are sustained, even after the programme duration.

### **III F: Transparency and Accountability**

UNDP will ensure quarterly reporting to the nodal agency in order to maintain better coordination and accountability. There will be review committees at state as well as national level to review the implementation of the programme. Progress report along with

financial report will be shared with all for better understanding and transparency. Utilization of resources under the programme would be based on decisions of the Programme Steering Committee.

#### **Part IV: Legal Context**

This project document shall be the instrument referred to as such in Article I, Paragraph I. of the Standard Basic Assistance Agreement between the Government of India and the United National Development Programme upon signature by the concern parties.

The following types of revisions may be made to this programme document with the UNDP Resident Representative only, provided he or she is assured that the other signatories of the project document have no objection to the proposed changes:

- Revision in, or addition of, any of the annexes of the Project Document;
- Revisions which do not involve significant changes in the Immediate Objectives, Outputs or Activities of a project, but are caused by the rearrangement of inputs agreed to or by cost increases due to inflation; and
- Mandatory annual revisions that rephrases the delivery of the agreed project inputs or increased expert of other costs due to inflation or which take into account agency expenditure flexibility.

A detailed UNDP legal context document is enclosed as **Annex IV**

#### **Part V: Budget**

UNDP now proposes to utilize US\$ 5 million from CCF-II for this programme in this phase in addition to US \$ 2 million available from CCF-I[during Phase-I] towards institutional support to Ministry of Home Affairs, comprehensive natural disaster risk management programmes in 73 multi-hazard prone districts in Gujarat, Orissa, Bihar, Assam, West Bengal, Meghalaya, Sikkim, Uttaranchal, Delhi, Maharashtra, Tamilnadu and Uttarpradesh.

#### **References:**

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|------------------------|--|
| <b>ANNEXURE - IA:</b>  | <b>LIST OF 125 HAZARD-PRONE DISTRICTS [PHASE I &amp; II]</b>       |
| <b>ANNEXURE - IB:</b>  | <b>LIST OF 28 HAZARD-PRONE DISTRICTS [PHASE I]</b>                 |
| <b>ANNEXURE - IC:</b>  | <b>LIST OF 45 HAZARD-PRONE DISTRICTS [CCF -II]</b>                 |
| <b>ANNEXURE - IIA:</b> | <b>COMPLETE RESULTS AND RESOURCES FRAMEWORK (US\$ 27 million)</b>  |
| <b>ANNEXURE - IIB:</b> | <b>RESULTS AND RESOURCES FRAMEWORK (US\$ 2 million for CCF-I)</b>  |
| <b>ANNEXURE - IIC:</b> | <b>RESULTS AND RESOURCES FRAMEWORK (US\$ 5 million for CCF-II)</b> |
| <b>ANNEXURE - III:</b> | <b>SUPPORT SERVICES AGREEMENT</b>                                  |

**ANNEXURE - IV: LEGAL TEXT DOCUMENT**

**ANNEXURE – VA: BUDGET FOR CCF-I (US\$ 2 MILLION)**

**ANNEXURE – VB: BUDGET FOR CCF-II (US\$ 5 MILLION) - PROPOSED**