

Development Support Services (DSS) for Strengthening Disaster Risk Reduction Capacities

Annual Project Report 2016

The approved GOI-UNDP Country Programme Action Plan (2013-17) signed with the Government of India envisages that as a contribution to the programme, support arrangements, including the use of service-provision models, will be pursued. It also envisages provision of demand based development support services to support administrative efficiency and to develop the capacity of the government agencies.

Under the ongoing GOI-UNDP project on “Enhancing Institutional and Community Resilience to Disasters and Climate Change (2013-2017)”, UNDP has been providing technical support to the Government to strengthen capacities of government, communities and institutions to fast-track implementation of the planning frameworks on Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA). The project has the following key components:

- **Mainstreaming DRR in Development**
- **Urban risk reduction**
- **Capacity building for Disaster Risk Management**
- **Knowledge management**
- **Community resilience**

Based upon the recommendation of the 13th Finance Commission, and under the legal framework of the DM Act 2005, the Government has set up State Disaster Response Fund and National Disaster Response Fund whereby the State Governments can seek financial assistance in the wake of natural disaster for immediate relief which included a grant-in-aid for capacity building of Rs. 525 crores for the period (2010-11 to 2014-15).

The State Governments were not able to fully utilize the grant due to various constraints. Therefore, the Ministry of Home Affairs advised the State Governments to seek assistance of UNDP to fast track the utilization of the grant.

The State Governments of Andhra Pradesh, Himachal Pradesh, Jharkhand and Maharashtra approached UNDP to provide support for undertaking various DRR measures and capacity building to strengthen institutional and community resilience. Specific project proposal was developed in consultation with the State Governments in alignment with the ongoing GOI-UNDP project.

To build upon the ongoing efforts to reduce disaster risk at different levels and sectors, UNDP supported the State Governments of Andhra Pradesh, Himachal Pradesh, Jharkhand and Maharashtra as well as the Airport Authority of India in various Disaster Risk reduction activities. The project was designed in a manner to ensure involvement of all stakeholders. The project activities were implemented in close partnership with the State Government and other government institutions. The support provided by UNDP both in terms of technical as well as financial, leveraged the resources of the central and state governments.

The Project Steering Committees were set up at the National and State levels under the ongoing GOI-UNDP project on DRR. The PSC's at national and state levels monitored the progress of the project from time to time. The project has the following outputs:

Output 1: Enhancing community resilience and capacity building of the state in the area of disaster risk reduction in Andhra Pradesh

Output 2: Capacity Building of urban local bodies under the CCBP & NULM schemes to make 13 resilient cities in Himachal Pradesh

Output 3: Enhancing Institutional framework by strengthening State and District Disaster Management Authorities in State of Jharkhand

Output 4: Enhancing Disaster resilience at 2 Airports by strengthening of institutional mechanism for Disaster Mitigation, Preparedness and response planning

Output 5: Establishment of climate risk management system in Pune District through Hazard Risk and Vulnerability Assessment (HRVA)

Output 6: Enhancing Institutional framework by strengthening State and District Disaster Management Authorities in State of Himachal Pradesh

Output 7: Enhancing resilience of institutions and people through sustainable reduction of disaster risk by developing capacity for disaster prevention, response and recovery at all levels

Component 1: Mainstreaming DRR

Enhancing Disaster resilience at 2 Airports by strengthening of institutional mechanism for Disaster Mitigation, Preparedness and Response Planning

Airport Authority of India has sought UNDP's support in implementing a disaster management planning and preparedness project in selected airports of India on a pilot basis which based on the learning can be scaled up to all airports in the country. UNDP proposed to support AAI under Development Support Services in enhancing Disaster resilience at 2 airports. The support was provided for implementation of disaster management planning and preparedness project in 2 airports namely Guwahati and Vishakhapatnam.

Objective:

The objectives of disaster management planning and preparedness for airports are:

- To ensure safety of the staffs/ workers/passengers etc. during an emergency/disaster;
- To ensure smooth operations of airport facilities following a disaster or an emergency;
- To augment surge capacity to handle increased demand on aviation support & logistics;
- To ensure business continuity for all stakeholders including airport operators, service providers etc.;
- To assist district and local authorities in managing the post-disaster response, relief and recovery.

Activities:

UNDP in collaboration with DPDHL conducted “Get Airport Ready for Disaster” workshop in Guwahati in December 2015 and in Chennai in 2016. The GARD provided an opportunity to the airport officials to assess the surge capacity of the airports to handle passengers and relief logistics in the aftermath of a major disaster. The GARD assessment specifically considered the capacity of the airports in terms of air side capability including air traffic system, passenger handling and cargo handling. The entire assessment was carried out under supervision of technical experts and GARD assessment report was prepared.

In addition, UNDP supported the Airports Authority of India(AAI) in disaster preparedness and planning in selected airports. Under which an Airport Disaster Management Plan was made for Guwahati and Vishakhapatnam airports. Two trainings of Disaster Management Teams along with the simulation exercise were also conducted at Guwahati and Vishakhapatnam airport to test the preparedness level. Further a module of Disaster Management of the airport was developed and training courses were conducted. The GARD training and training of Airport Disaster Management Committee of two airports resulted in capacity building in AAI, enabling it to scale up the disaster preparedness in other airports.

Component 2: Urban risk reduction**Capacity building of urban local bodies under the CCBP and NULM schemes to make 13 resilient cities in Himachal Pradesh****Objectives:**

- To enhance capacities of urban local bodies.
- To enhance capacities of the respective Mission Directorates and/or Implementation Units.
- To fast-track the utilization of capacity building grants provided by the Government of India for Comprehensive Capacity Programme (JNNURM) and National Urban Livelihoods Mission (NULM)

Activities:

The urban local bodies have been implementing several Centrally Sponsored Schemes, viz. Rajiv Awas Yojana (RAY), Comprehensive Capacity Programme (JNNURM) and National Urban Livelihoods Mission (NULM). Review and analysis by the State Government and Central Government the human resource was found to be one of the critical components for effective implementation of the above-mentioned schemes. Accordingly, the State Government of Himachal Pradesh showed keen interest in strengthening the human resources for implementing various schemes by ULBs. After having discussion with the officials of GoHP, critical positions at various levels were identified to initiate variety of activities foreseen under the above-mentioned schemes. The major activities include the following:

- UNDP and officials of the Urban Development Department, State Government of Himachal Pradesh, identified a total of 107 positions to be filled in at various levels in different domain areas.
- The State Project Steering Committees (PSCs), set up to review and monitor the implementation of the centrally sponsored schemes and/or other monitoring and oversight mechanisms, reviewed the effectiveness and efficiency of the support towards capacity

building of the state government in fast tracking the utilization of funds provided by the Centre under the centrally sponsored schemes.

- UNDP entered contracts with individuals in line with its rules and procedures after consulting the Government of Himachal Pradesh about the terms of reference of human resources to be provided under the above DSS support.

The above streamlining of work has helped in fast tracking the utilization of the Capacity Building Grants and have also helped the state government in streamlining its efforts to review and monitor the implementation of the centrally sponsored schemes in the state.

Component 3: Capacity building

1. Enhancing institutional framework by strengthening State and District Disaster Management Authorities in the State of Jharkhand

A formal request was received from the Government of Jharkhand seeking the support of UNDP after MHA circulated a note to 26 states conveying UNDP's offer of assistance for effective and efficient utilization of Grants-in-Aid funds provided by the Government to the States.

Objective:

- To strengthen State Disaster Management Authorities.
- To strengthen District Disaster Management Authorities.
- To fast-track utilization of Capacity Building Grants provided by Government of India for Disaster Risk Reduction.

Activities:

Based on the consultation between officials of UNDP India and officials of the State Government of Jharkhand the following areas of support were organized:

- Capacity building of human resources, government institutions ULBs and Local bodies, PRI Institutions and functionaries: UNDP supported the state by providing experts – Disaster Management specialist, training specialist, documentation officer, district project officers.
- Development of knowledge and demonstration Centers: UNDP helped the state in conceptualizing the design of such a center.
- Annual updation of HRVA and DM plans at state and district levels: Support was provided to review the plans of the state and districts and recommend the revisions and a system for updation of these documents.

2. Enhancing community resilience and capacity building of the State of Andhra Pradesh in disaster risk reduction

The GOI-UNDP Disaster Risk Reduction Programme (2009-2012) (with two projects-Disaster Risk Reduction in districts and Urban Risk Reduction in cities) was implemented in Andhra Pradesh. DRR Programme aimed at building capacities in the state on risk assessment, mainstreaming of DRR into development planning, preparing disaster management plans at state, district and city levels and capacity building of a wide range of stakeholders on DRR measures. The programme was implemented in 3 districts

(Khammam, Kurnool and Srikakulam) and 4 cities (Vijayawada, Srikakulam, Khammam and Kurnool) of the undivided Andhra Pradesh state.

Presently, the government of Andhra Pradesh requested UNDP to provide a proposal with a budget to provide services in enhancing the community resilience of the State. The project aimed to cover the cities of Vijayawada and Vishakhapatnam in the state.

Objective:

- To enhance the community resilience of the State in Disaster Risk Reduction.
- To enhance the capacity building of the State in disaster Risk reduction.
- To strengthen capacities of government, communities and institutions.
- To fast-track implementation of the planning frameworks on DRR and Climate Change Adaptation.

Activities:

The following two specific areas were proposed to be worked upon under the project:

a. Plan Preparation:

- Updating of 13 District DM Plans
- Preparation of 10 City DM Plans
- Preparation of Departmental DM Plans for Key Departments

b. Development of Standard Operation Procedures: The State and District Emergency Operation Centres SOP were established with procedures for activating, staffing and equipping, conducting operations and finally deactivating it.

The process followed for Plan updation and preparation:

- Step One: Consultation with senior officials of the department to identify the number of plans that are available in the district, city and departments and collection of the same was held.
- Step Two: A desk review of the plans available and consultation in the District, City and Departments was done, with a view to assessing the clarity, comprehensiveness, efficiency, appropriateness, and dissemination processes including the integration of climate risk management measures in the DMP planning process and in the plan document.
- Step Three: Based on the specific recommendations and strategies devised through consultation and desk review of each district, city and department authorities along with the technical expert; addressed the gaps identified in the plans and updated them.
- Step four: Presentation of the draft plans at different levels i.e. district, city and department to all relevant stakeholders was done.
- Step five: The plan was finalized by incorporating the stakeholder's comments.

The process followed for SOP preparation:

- Step One: A consultation was held with senior officials of the department and relevant stakeholders to review any existing SOP available with the department for their own response or running the EOC.

- Step Two: A desk review of the existing SOPs (Departmental and EOC) available in the country and globally was done.
- Step Three: A consultation was held to discuss the draft SOP and seek suggestions for improvement.
- Step four: The SOP was finalized by incorporating the stakeholder's comments.

3. Establishment of climate risk management system in Pune district through Hazard Risk and Vulnerability Assessment

The Government of Maharashtra expressed its interest in carrying out Hazard Risk and Vulnerability Assessment (HRVA) in 3 districts namely; Satara, Pune and Raigad on a pilot basis and sought support from UNDP. It is in this context a proposal was developed and shared with the state Government for providing technical support under development support services modality. The programme covered 3 districts (Raigad, Satara and Amravati) and the city of Navi Mumbai in the state of Maharashtra.

Subsequently, a meeting was held to discuss the proposal and it was decided to hold a consultation with all stakeholders to review the status of availability of maps and datasets on GIS platform which could be used for HRVA. The stakeholder consultation was held at YASHADA Pune on 15 May 2015 and after due deliberations, it was decided to carry out HRVA of Pune district on a pilot basis to build the capacity of the Government under the phase 1 of the project.

The objective of the study:

The main objective of the proposed HRVA study was:

- To assess the extent of vulnerabilities and risks in the district of Pune from natural and human-induced hazards, including those emanating from climate change and variability.
- To provide technical support to strengthen capacities of government, communities and institutions.
- To fast-track implementation of the planning frameworks on Disaster Risk Reduction and Climate Change Adaptation.

Activities:

The key activities of the study included:

- Multi-hazard mapping and analysis.
- Exposure Data development and Analysis for the elements (physical, social, economic, and environmental).
- Vulnerability Assessment (physical, social, economic and environmental).
- Risk Analysis.
- Capacity Assessment of various stakeholders including the key institutions and government functionaries.

Further, a list of pre-project activities was also decided at the stakeholder consultation. The state government was asked to facilitate the process of HRVA Study by completing the following initial steps:

- Designation of MRSAC as the state nodal agency identified for supporting HRVA study to be undertaken by UNDP;
- Identification of focal points from key departments and agencies of the state government who would be responsible for sharing maps, data etc. needed for HRVA study;
- Constitution of a Steering Committee at the state level with representation from relevant departments/agencies of central/state government and concerned districts to monitor the progress and support the agency/ experts to be appointed by UNDP;
- Constitution of a District Coordination Committee for supporting the agency experts hired by UNDP in the collection of district level primary and secondary data, maps etc.

4. Enhancing institutional framework by strengthening State and District Disaster Management Authorities in the State of Himachal Pradesh.

Objective:

- To strengthen State Disaster Management Authorities.
- To strengthen District Disaster Management Authorities.
- To fast-track utilization of Capacity Building Grants provided by Government of India for Disaster Risk Reduction.

Activities:

- Terms of reference for the identified technical positions were developed.
- Recruitment of the professionals was finalized.

5. Enhancing resilience of institutions and people through sustainable reduction of disaster risk by developing the capacity for prevention, response and recovery at all levels.

The Revenue Department (DM) expressed its interest in further strengthening SDMA and DDMA in all districts and enhancing institutional and community resilience to disasters out of funds available for it under the 14th Finance Commission Grant and requested for UNDP's support through the DSS modality. The proposal for strengthening SDMA and DDMA in all districts by providing trained and experienced disaster management professionals was submitted to the Government of HP which seek to enhance institutional and community resilience to disasters in the state.

Objectives:

- Review and Updation of State and District Disaster Management Plans
- Formulation of a Capacity Development strategy for DRR in the state
- Development of Standardized Training Modules
- Training of Trainers
- Guidelines for Certification & Accreditation
- Training of Government functionaries at State, District and Sub-Division levels
- Enhancing Community Resilience

Activities:

- **Review and Updation of State and District Disaster Management Plans:** The State already has formulated State and District Disaster Management Plans. The State level consultation with all the stakeholders was held which resulted in coming up with the revised Disaster management plan for the state.

The **District plans** were also revised with one consultation taking place in July, where all the DPO's were guided and made aware of the template which was to be used in making of the plan. Further, another round of consultation was held in December, wherein a 3-day consultation meeting the first draft of the plan was worked upon further to finalize it.

Similarly, preparation of **Departmental Disaster Management Plans** was also done in a very detailed way. 10 consultants were being assigned the task to complete the plans for 30 line departments. These consultants were first guided about the template to be used while making the plan and then were sent to specific departments to collect the required information. After various round of data collection from the department, the plans were made and the first draft of the plans was discussed with every department during a consultation process held in Shimla, which lasted for 10 days. The inputs from the department were taken and necessary amendments were being made by the consultants respectively. Further after the final review from UNDP, it will be sent to the department for their final approval and HPSDMA will further implement it along with the departments.

- **Formulation of a Capacity Development strategy for DRR in the state:** The capacity development strategy for DRR consisted of the following activities:
 - i) Review of the existing training arrangements for DRR in the State
 - (ii) Consultations with state-level stakeholders
 - (iii) Preparation of Capacity Development Strategy
- **Development of Standardized Training Modules:** To maintain a uniform standard of training and ensure quality across the districts and institutions, standard training modules were developed. UNDP helped the state in developing the following 5 standard training modules customized to the needs of the state.:
 - (i) Basic Disaster Management Course for first responders (In Hindi)
 - (ii) Community-Based Disaster Risk Reduction for PRIs (In Hindi)
 - (iii) Role and Responsibilities of NGOs/CBOs/CSOs (In Hindi & English both)
 - (iv) Mitigation and Management of Hydro-Meteorological/Climate-induced hazards (In English)
 - (v) Mainstreaming DRR into sectoral developmental planning (In English)
- **Training of Trainers:** UNDP organized training of trainers (ToT) courses for various government functionaries at the state and district level to create a cadre of State Master Trainers and District level trainers for each of the 5 Standard modules through a series of ToT courses.

State Level ToT's: State Level ToT on Comprehensive Disaster Management Course and on Community Based disaster management was organized in HIPA for participants from line department/ training institutions/NGOs and Capacity Building Coordinator from Shimla, Bilaspur, Kinnaur, Mandi, Kullu, Chamba ,Kangra, Sirmaur, Una, Solan, Lahaul-Spiti & Hamirpur between 27th June-1st July and 18th – 22nd July respectively

District Level ToT's: District level ToT on community-based disaster preparedness and on the role of PRIs in Disaster Management was organized in Shimla and Dharamshala respectively.

- **Guidelines for Certification & Accreditation:** To ensure standards and quality of training courses across the districts and institutions, Guidelines for Certification & Accreditation of training institutions were formulated. UNDP engaged with experts/agencies to review the existing practices on certification and accreditation of training institutions. Based on the review, detailed guidelines were developed to meet the specific needs of Himachal Pradesh. The following sub-activities were undertaken under this activity:
 - Review of the existing practices in the State/country
 - Consultation with all stakeholders
 - Preparation of Guidelines for Certification & Accreditation

- **Training of Government functionaries at State, District and Sub-Division levels**

UNDP organized a series of training courses for various government functionaries at the state, district and sub-district levels on various generic as well as thematic areas on annual basis. These included:

State Level Training Courses

2 State level Comprehensive Disaster Management Course was conducted in HIPA from participants from various line departments on 22nd -24th September and 21st -23rd Dec respectively.

District Level Training Courses

- 5 Comprehensive Disaster Management Course for DDMA's including Municipal Officials was held in DC office of Kinnaur, Kangra, Shimla, Mandi and Kullu.
- Training of District Level Incident Response Teams on various IRS Modules was also done in the districts.

Sub-Division Level Training Courses

- Training of Task Forces: The training of task forces on first aid, early warning, search and rescue, shelter management and WASH comprising an average of 25 participants from State Government Departments, educational institutions, NYKS, NSS, NCC, Indian Red Cross, NGOs, PRI members etc. was conducted in the subdivision of Theog, Kalpa, Nichar, Dalhousie, Churah, Jwali, Palampur, Banjar, Joginder nagar, Sundernagar and Manali.

- Disaster Management Course for Members of the PRIs: 10 DM courses specifically for the PRIs were held in the subdivision of Rampur, Dodrakwaar, Kalpa, Pooh, Bharmour, Dalhousie, Banjaar, Manali, Keylong and Kaza. An average of 25 participants were guided about the role of PRIs in disaster management and how they can work towards developing a resilient atmosphere.
- Course on Community Based Disaster Preparedness: 10 courses on CBDP for NGOs/CBOs/CSOs were held in Arki, Kandaghat, Renuka, Paonta Sahib, Karsog, Sundernagar, Baijnath, Ghumarwin, Amba and Nadaun.

Component 4: Mass awareness

One of the important priority areas identified at the Sendai Conference is to establish systems for risk information. It was felt that disaster risk cannot be reduced unless all dimensions of vulnerability, capacity, exposure to persons and assets, hazard characteristics are well understood. The communities and local institutions need to be aware of these dimensions to undertake preparedness and mitigation activities.

Under this component, the following activities were done under the mass awareness program in Himachal Pradesh:

Formulation of Disaster Awareness Strategy for the State:

A disaster awareness campaign strategy was developed through the consultative and participatory process. The following sub-activities were undertaken under this activity:

- (i) Review & Assessment of Awareness Level.
- (ii) Consultations with Stakeholders (State level).
- (iii) Preparation of Awareness Strategy.

Carrying out Awareness Campaign at State, City and District levels,

Based on the awareness strategy, UNDP along with the state government carried out mass media awareness campaign throughout the state through multiple media including posters, leaflets, wall paintings, rallies, mass meeting and street plays. IEC material was also developed including short films for the same.

Enhancing Community Resilience

Under this component, training programs were conducted at the Panchayat Samiti level. Community from 27 Gram Panchayats of districts namely Chamba, Kangra, Kinnaur, Kullu, Mandi, Shimla and Sirmour were informed and trained by the concepts of Disaster management. Further, with their input a Village level disaster management plan was formulated.