

A Brief Note on GOI-UNDP Disaster Risk Reduction (DRR) Programme

The DRR programme is envisaged to support Central and State Government Programmes and initiatives by providing critical inputs that would enhance the efficiency and effectiveness of these efforts. The pillars that have shaped the programme formulation through extensive consultations with the stakeholders are the following:

- DRM actions stipulated in the National DM Act (2005) to be undertaken by DM structures at various levels
- DRR priorities identified in the Eleventh Five Year Plan
- Actions highlighted in the Hyogo Framework of Action (HFA)
- Lessons learnt from the implementation of GoI-UNDP Disaster Risk Management Programme.

Within the above parameters the programme strives to strengthen the institutional structures to undertake disaster risk reduction activities at various levels, including the risk being enhanced due to climate change, and develop preparedness for recovery.

The programme specific outcomes have been arrived at and are as follows:

- Strengthened SDMAs and DDMAAs to fulfill the responsibilities stipulated in the National DM Act (2005), especially with respect to DRM.
- Methodologies and modalities developed for ensuring risk reduction through development programmes of all partners at national, state and community levels.
- Urban risk reduction undertaken by addressing planning and development issues through suitable legislative and regulatory mechanisms.
- Recovery framework setup through which the people affected by disasters are able to access resources for rebuilding their lives and to revive their livelihoods.
- Knowledge and information sharing platform in disaster management are strengthened

Scope and Strategy of the GoI-UNDP DRR Programme: The GoI-UNDP DRR Programme 2009-2012 would address the priorities and issues underlined in the national development plans, United Nations Development Assistance Framework and UNDP Country Programme Action Plan. The programme would be implemented by the Government with the involvement of civil society partners with UNDP support at the National, State and local levels. It would seek the support of different government agencies and line departments in mainstreaming DRR into development programs and in developing feasible risk reduction interventions. It would promote community-level interventions, with an emphasis on social inclusion and gender equity and empowerment. It would establish partnerships with NGOs and academic institutions to provide the programme with wider outreach.

Under the programme efforts would be made to strengthen the State and District Disaster Management Authorities (DMAs) to reduce disaster risk proactively, and implement timely, sustainable, and locally relevant recovery activities in post-disaster situations. It would emphasize institution-building and technical capacity-building, including NGOs, private sector and academia.

The programme would have a significant focus on urban risk management, which would encompass risk assessments, emergency preparedness and response, and urban risk reduction. The program would contribute to a strong regulatory framework for applying mitigation measures related to land-use planning and building codes.

The programme will basically constitute of two separate projects- (a) Disaster Risk Reduction Project to be implemented by National Disaster Management Authority and (b) Urban Risk Reduction Project to be implemented by Ministry of Home Affairs.

The DRR programme would follow a strategic orientation as given below:

1. **Support Policies and Frameworks for DRM:** The programme would support the development of policies and frameworks through which DRR systems and capabilities would be strengthened. The policy and conceptual support would inform measures aimed at risk reduction, DRR institutional frameworks, financial mechanisms and recovery.
2. **Human resource development for DRR:** In order to ensure a strong institutional capacity for DRM in India, the program would emphasize human resource development by promoting skill development, specialization and professional education.
3. **Build Linkages with Development Programmes:** The programme would develop strong linkages with all the important government programmes so that they support risk reduction in the course of their implementation. The mainstreaming of disaster risk reduction in these programs would be facilitated at the level of policy and implementation.
4. **Develop broader partnerships:** Though the programme would be anchored at the National level with the apex institutions such as MHA and the NDMA, it would broaden its partnerships for implementation by engaging with other institutions at all levels. It would establish partnerships with NGOs, academic and research institutions, and civil society organizations.
5. **Build resilience of communities and households:** The programme would emphasize interventions, technical as well as developmental, aimed at reducing risk and vulnerability at the household and community levels. It would disseminate knowledge and technical skills among the communities and expand their access to financial services and mechanisms for DRR. The emphasis would be on bringing the benefits of DRM to the community level through targeted risk reduction interventions in high risk districts.
6. **Promote Equity, Social Inclusion and Women Empowerment:** The programme would develop its interventions for including marginal and vulnerable groups. It would promote the principles of equity, social inclusion and women's empowerment. It would emphasize women's empowerment with focused allocation of resources required for increasing their access to skills and for improved risk management. Similarly, the requirement of socially and economically vulnerable groups will be identified in the project areas for targeted intervention.
7. **Develop an enabling environment and mechanisms for compliance:** The programme would strengthen the legal aspects of regulation and compliance necessary for promoting a culture of risk reduction. It would contribute to the legal duties and obligations of different planning and regulatory agencies for enforcing land-use planning, codes and other regulations necessary for safe settlements. It would develop linkages with professional resources for promoting a culture of compliance.
8. **Support learning and knowledge sharing**, internationally and nationally between states.
9. **Allow the utilization of the experience gained by the UNDP in implementing the GOI-UNDP Disaster risk Management Programme for taking up additional specific programmes** and initiatives sought for by the Ministry of Home Affairs, GOI and other stakeholders.

Urban Risk Reduction (URR) Project: The URR Project of GOI-UNDP DRR Programme will have the following deliverables.

Deliverable 1: Risk Assessment and Disaster Risk Reduction for Urban Development Programmes

1.1 Conduct urban risk and vulnerability assessments: The first activity will focus on developing a database of disasters in the urban context. Data for hazards, risks and vulnerabilities in the urban context will be collated, analyzed and validated to make appropriate risk information available. In addition to structural and locational vulnerabilities, social and economic vulnerability indicators will be identified and assessed. These will help in developing feasible multi-hazard risk and vulnerability assessments for urban areas and likely hazard-scenarios. It will include an assessment of the probability and incidence of all major hazards. Further, the activity will also look at differential indicators of vulnerability in the urban context, including occupational and settlement patterns, poverty and migration, socio-economic and cultural vulnerabilities etc. The assessment reports will involve the preparation of hazard maps, vulnerability and risk profiles, risk quantification and exposure data and they will be published and put online.

1.2. Facilitate integration of risk reduction into urban development programmes: Under the second activity, risk and vulnerability assessments will be used to inform the urban development planning process and incorporated in land-use planning and development programmes. Risk and vulnerability assessments will help formulate mitigation plans which will be integrated into urban master plans. An analysis of the cost-benefit ratio of integrating risk reduction components will also be undertaken. These plans will be used as policy and advocacy instruments to sensitize policy and decision-makers, developers and town planners, the public and private construction fraternity and other stakeholders including civil society entities, for promoting urban risk reduction issues. Efforts will also be made to incorporate risk and vulnerability assessment data into the proposed National Urban Information System (NUIS). This will help improve the design and implementation of urban development programmes in the long run and improve their sustainability.

Deliverable 2: Capacity-building in Urban Risk Reduction

2.1 Strengthen enforcement of building codes, by-laws and development control regulations: This activity will focus on reviewing/updating and amending building by-laws, codes and Development Control Regulations/land-use planning enactments and their application at municipal and urban development authorities' level. This will help put in place an appropriate regulatory/legislative mechanism and development framework to enforce codes, by-laws and control regulations and to promote hazard-resistant construction practices in both the private and public domains for urban centers. It is proposed to achieve an enhanced compliance regime especially at the community level and facilitate proper enforcement by designated authorities at the municipal level. The concerns with regard to existing inadequacies in building by-laws and codes, development control regulations, land-use planning guidelines etc. would be addressed and used to strengthen a compliance framework for addressing urban risk reduction issues. Under the UEVRP, the development of techno-legal regime for earthquake risk mitigation was supported. These activities will build upon the progress previously achieved in this area.

2.2 Training and capacity-building for safer construction practices and urban planning: As part of the training and capacity-building component, attention will be focused on regulating engineering and architecture professionals including the introduction of a process of registration and pre-qualification etc. Substantial effort will be invested in building capacity through structured and varied training programmes targeted at engineers, architects, construction site supervisors, construction artisans, quality auditors and developers and town planners etc. Enhancing capacity in DM Departments/ Cells, municipal corporations and urban local bodies will be undertaken in a concerted manner. Technical institutions like IITs and

engineering colleges will be associated with the development of training modules addressing specific requirements of audiences and their implementation. A capacity-building strategy, including the development of training materials and support for the roll-out of training for the construction fraternity and enforcement authorities will be developed. This will help promote safer construction practices and usher in a hazard-resistant urban planning environment.

This activity will also involve strengthening existing institutional training facilities for specialized training in hazard-resistant construction practices. Efforts will also be made to involve the private sector including construction companies and construction sector associations/federations to promote capacity building initiatives through their networks targeted at construction fraternity/artisans in the private or informal sector. Appropriate linkages with national/state level training and technical institutions will be promoted and strengthened to complement the same. In addition, awareness and sensitization will be created by informing house owners, developers, financing institutions, contracting companies and the construction fraternity about safer construction practices.

Under the DRM Programme and UEVRP project, association with the private sector has been promoted for disaster risk management issues. The programme will build upon the processes initiated and partnerships developed under these past programmes.

Deliverable 3: Institutional Strengthening for Urban Risk Management

3.1. Strengthened institutional capacity for urban DRM: Urban local bodies (ULBs) like municipal corporations are entrusted with the responsibility to manage key services and infrastructure of urban areas. However, low institutional and professional capacity at different levels has undermined effective implementation of urban development projects and the adoption of hazard-resistant construction practices. This has led to the haphazard growth of urban settlements with a resultant increase in vulnerabilities of cities to natural hazards.

With a view to address these issues, this activity will advocate for and support setting-up a dedicated Disaster Management Department/ Cell within the Municipalities to plan and coordinate risk management activities. In order to institutionalize capacity, a comprehensive Human Resource Development Plan for disaster management will be developed. It will be complemented by dedicated training programmes for the staff of DM Cells, Municipal Corporations and ULBs.

Addressing urban contingency and disaster management plans will be supported through the formulation of city-level DM plans. This will also entail developing preparedness plans for critical urban infrastructure and utilities such as water supply, electricity, sanitation, roads, health and others. These are crucial from the perspective of ensuring speedier response in the aftermath of a hazard and for restoring urban services through the normalization of services.

3.2. Strengthened disaster response capacity for city level DRM: A major challenge in ensuring smooth disaster response in the urban context is the multiplicity of authorities and inter-departmental coordination. One of the focus areas under this component will be to establish and/or strengthen systems and mechanisms to facilitate inter-departmental coordination mechanisms, especially from the perspective of mitigating urban risk through day-to-day and emergency management coordination. Requisite protocols for facilitating smooth information exchange and synergistic operations will be developed.

In order to strengthen urban governance capacity, especially in times of emergency preparedness to respond quickly and effectively on a round-the-clock basis, activities to support the development or strengthening of response capacity for city-level DRM will be implemented. The establishment and strengthening of EOCs/ Control Rooms will be supported to address gaps in urban response management coordination. An Emergency Support Functions' (ESF) methodology (to carry out specific response activities like communication, search and rescue, transport, public works, casualty management, law and order, food, water and sanitation etc.) will be promoted to ensure greater inter-departmental coordination through the EOCs. This will enable different agencies to perform similar functions as a single, cohesive unit and permit the optimum utilization of resources of each agency for managing a crisis.

Efforts will be made under this component to establish principles and practices related to Incident Command Systems (ICSs) to handle urban emergencies and address the challenges posed by the multiplicity of agencies in the urban setting. The activities will focus on technical inputs, capacity-building, management strategies and formulating SOPs.

One of the key activities will be to set-up and train urban first responder teams for search and rescue and first medical response. Personnel of the Civil Defence, Home Guards and Fire Brigade will receive specialized training to enhance their capacity for crisis management. The existing training infrastructure will be utilized for conducting training programmes and will be further strengthened. This will also include preparing hospital preparedness plans, especially from the perspective of introducing and strengthening mass casualty management systems.

Deliverable 4: Urban Community-based Disaster Risk Reduction

4.1 Urban Community-based Disaster Risk Management: Although community cohesion in the urban context is vastly different from typical community structures and relationships in the rural setting, the experience derived from implementation of the UEVRP at the community level will be factored into the approaches under this component. At the same time, urban areas offer opportunities for risk reduction by reaching out to a large audience through readily available means of mass communication. Efforts will be made to create public awareness on safer construction practices among common people to build a culture of safety and resilience. The campaign will aim to increase awareness on risk as well as safe construction practices in urban settings and also address related causal factors. Multi-media campaigns, media outreach as well as traditional modes of communication like folk troupes, street plays etc. will be utilized to reach out to vulnerable groups like slum dwellers, school children, poor households, construction workers, migrants etc. Awareness activities will be complemented through DRR demonstration events and by conducting of mock-drills.

Community-based DRM activities will be promoted among common people. This will involve developing a community-based risk and vulnerability assessment methodology to find innovative ways to engage the urban populace. The process will be facilitated through Resident Welfare Associations (RWAs), market, traders and industry associations, volunteer groups like the National Service Scheme (NSS), schools etc. Community volunteers from these organizations, ward committees, welfare societies, schools and colleges, religious centers etc. will be trained in CBDRM and mobilized. Special efforts will be made to mobilize women groups and NGOs/CBOs for outreach activities.

4.2 Access to local level financial mechanisms for DRM: Another important component will be to improve access to financial mechanisms and services for risk transfer and risk reduction for urban households through micro-insurance and social insurance programmes. Financial institutions will be

engaged to promote these initiatives and establishing local-level mitigation funds will be explored. The application of these instruments will be explored in partnership with micro-finance institutions, NGOs as well as formal sector financial, banking and cooperative institutions. The communities will be identified on the basis of their risk exposure, assets profile and social capital, and special focus will be accorded to women's group and women-headed households. Since integration of disaster risk reduction into urban development programmes is one of the key focus under the GOI-UNDP Urban Risk Reduction Project, it is imperative that Ministry of Home Affairs and Ministry of Housing and Urban Poverty Alleviation partner with each other and try and see how Disaster Risk Reduction could be incorporated into the flagship programmes of Ministry of Housing and Urban Poverty Alleviation such as JNNURM ,Rajiv Awas Yojana etc.

Some of the key areas of work as identified are as follows:

- 1) Generating Awareness in urban areas of India on Disaster Risk Reduction through the use of City Managers Forum, Mayors Forum and community-based networks established by the Ministry of Housing and Urban Poverty Alleviation in collaboration with National resource Centers.
- 2) Mainstreaming Disaster Risk Reduction into policy, plans and programmes at the state and Urban Local Bodies levels.
- 3) Promoting incorporation of hazard resistant technologies in housing and basic urban infrastructure plan at the city levels.
- 4) Preparation of Disaster Vulnerability Atlas for selected multi hazard prone cities.
- 5) Training and capacity building on improved governance arrangements at the city level for Disaster Response and preparedness.
- 6) Preparation of Disaster Risk Mitigation Plan in selected cities and their integration into the overall City Development Plans on pilot basis.
- 7) Capacity building of vulnerable communities in selected multi hazard prone cities on disaster preparedness and response.
- 8) Support Preparation of Disaster Management plans for major slum pockets in selected cities of India.
- 9) Bringing in amendments in building byelaws, Land use zoning regulations/ Development Control Regulations/ Town and County Planning Act in various states to ensure structural safety against natural hazards and strengthening the mechanism for compliance to it.
- 10) Training and capacity building of engineers and architect and masons in selected cities on hazard resistant construction practices.
- 11) Strengthening partnerships with various institutions of Urban Management for building capacity of various stakeholders on urban disaster risk reduction.
