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Mainstreaming DRR & CCA into the Developmental Planning

TOT Course Shimla, HP

Structure of the Presentation



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- The context- Development –Disaster interactions
- What do we mean by mainstreaming DRR & CCA into the development planning process?
- Enabling Environment by Government of India
- Review of the National Flagship Programmes
- What should be done by States?
- How can UNDP support?

Disasters - a development concern



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DEVELOPMENT REALM

NEGATIVE REALM

Development
can increase
vulnerability

Development
can reduce
vulnerability

Disasters
can set back
development

Disasters can
provide
development
opportunities

POSITIVE REALM

DISASTER REALM



UN
DP

India

Disaster-Development Linkage

DEFORESTATION

Decreased water bearing capacity

Soil erosion

Drought

Landslides

Sedimentation of rivers

Floods



Development-Disaster Interaction



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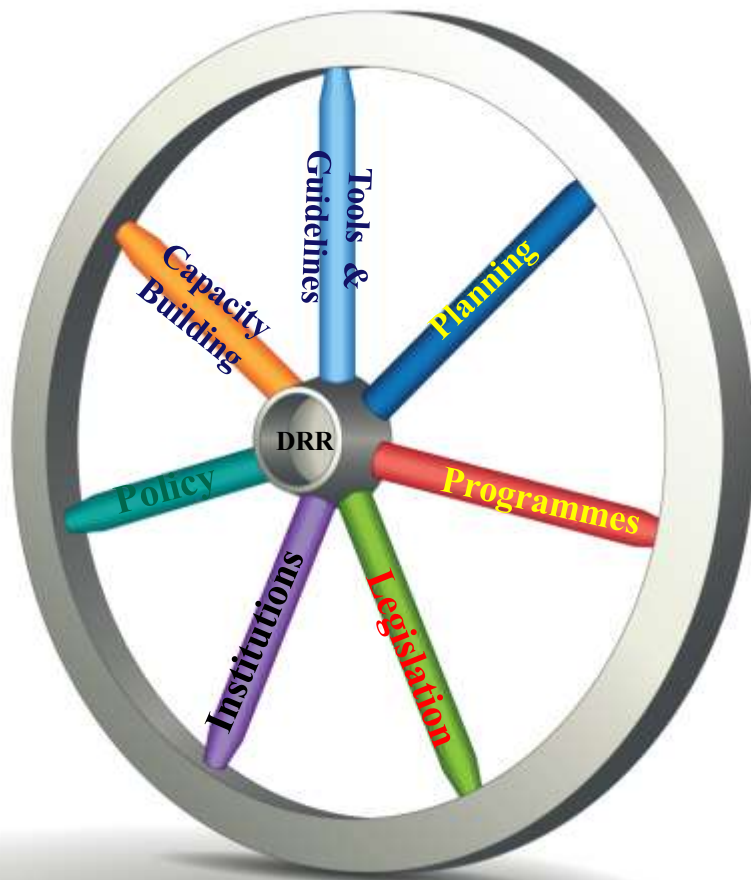
- Development activities are exposed to certain risks (Building / bridge collapses; dam failures, etc.);
- Socio-economic processes exacerbate or mitigate risks;
- Neglect of risks; poor land-use planning, environmental mismanagement, lack of regulatory mechanisms etc. often lead to increased disaster risks;
- Assessing risks and reducing them to acceptable levels have become critical to preserving the development gains.



Defining Mainstreaming DRR



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Integrating risk reduction into development policies and plans at all levels of government including poverty reduction strategies and multi-sectoral policies and plans (HFA 2005-2015)



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What do we mean by mainstreaming?

- Looking critically at each activity that is being planned
 - from the perspective of reducing the disaster vulnerability of that activity,
 - from the perspective of minimizing that activity's potential contribution to hazard specific vulnerability.
- Factoring DRR & CCA considerations into development activities at all stages of planning & implementation:
 - Conceptualizing
 - Planning
 - Budgeting
 - Monitoring & Evaluation

Enabling environment



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- The DM Act, 2005
- The National Policy on Disaster Management 2009
- Five Year Plans
- Scheme Appraisal
- Flexi-funds – CSS
- Support from MHA
- Review of Schemes



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The DM Act, 2005

- The **National Plan** shall inter alia include measures to be taken for prevention/mitigation of disasters and *integration of mitigation measures in development plans* [Section 11(3)]
- The **State Plan** inter alia provides for inclusion of vulnerability assessment, measures for prevention and mitigation of disasters and the manner in which *mitigation measures shall be integrated with development plans and projects* [Section 23(3)]



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The DM Act, 2005

- **State Governments** shall take measures for prevention and mitigation of disasters in accordance with guidelines of NDMA, ensure appropriate preparedness measures for *integrating DM into development plans and projects* and allocate funds for disaster prevention, mitigation, preparedness and capacity building [Section 38]

National Policy on Disaster Management 2009



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- NDMA will ensure **mainstreaming of disaster risk reduction in the developmental agenda** of all existing and new developmental programmes and projects which shall incorporate disaster resilient specifications in design and construction.
- Planning Commission will give due weightage to these factors **while allocating resources.**

5 Year Plans



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X

- For the first time, included a separate chapter on disaster management in the Plan Document

XI

- Reiterated the need for investing in prevention and mitigation which is economically and socially more beneficial than expenditure in relief and rehabilitation

XII

- Focus on mainstreaming disaster risk reduction in all major schemes. The development programmes and policies would need specifically to keep the disaster risk reduction in mind.

12th Plan – Provisions for mainstreaming DRR



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- **Para 10.70.** Disaster risk reduction will need to be incorporated in all major schemes, specifically the flagship schemes, for reducing the vulnerability in the hazards prone areas of the country.
- **Para 17.78.** Along with concerted efforts to demystify and enable access to technical knowledge and skills for good quality construction, it is important that disaster risk in various locations be considered and analysed.
- **Para 20.198.** The Ministry of Health shall in its policies and programmes give due consideration to the elements of disaster management, namely Mitigation, Preparedness, Response and recovery.



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Scheme Appraisal

- Guidelines issued by the Ministry of Finance in 2009, advised all Ministries / Departments of the central government to ensure that disaster management concerns are addressed while submitting proposals for appraisal. It prescribed revised formats for submission of:
 - Detailed Project Reports (DPRs);
 - Memoranda for Expenditure Finance Committee (EFC) for plan schemes;
 - Memoranda for Committee on Non-Plan Expenditure (CNE) for Non-Plan schemes and the Standing Finance Committee (SFC).



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Flexi-funds – CSS

- Guidelines by the Ministry of Finance in January 2014 making provision for 10% flexi-funds within Centrally Sponsored Schemes (CSS) to be utilized inter alia for mitigation/restoration activities in the event of natural calamities

Inclusion of DRR in the long term restoration/recovery in different sectors by bringing convergence of CSS, central plan and state plan while approving Uttarakhand disaster (June 2013) recovery package

Support from MHA



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- Issued a series of office memos between March 2011 and December 2013 advising central ministries/ departments to undertake necessary measures to mainstream disaster risk reduction in the ongoing schemes of the GoI.
- Developed and shared a set of recommendations for inclusion of specific actions in ongoing flagship programmes/schemes
- Formulating National Mitigation Plan in consultation with central Ministries/Departments

Review of Schemes



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- Review of major Schemes such as IAY, MGNREGS, JnNURM, NHM, RAY, SSA, ICDS, NULM etc. undertaken
- Major findings of review relate to:
 - Policy & Planning
 - Capacity Development
 - Budgetary Support
 - Community Participation



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Policy & Planning Issues

- National DM Policy gives direction on integration of DRR but Schemes have invariably no strategy on disaster risk reduction.
- Though 12th Plan emphasizes integration of DRR in developmental planning, it is still seen as stand alone activity.
- Governance, Political and Administrative will required for mainstreaming DRR in development process.
- Need for convergence and synergy among various schemes and sectors.

Capacity Building Issues



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- Lack of understanding about impact of disaster risks and urgency to have a disaster mitigation strategy at all levels.
- Inadequate capacities (knowledge, skills and awareness) especially at operational level to incorporate DRR in project formulation and implementation.
- Maximum capacity gaps at district/city levels where project proposals are formulated and implemented.

Funding



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- Lack of dedicated funds for addressing DRR concerns within the schemes.
- Rigid guidelines on unit costs prevent approval of incremental costs for incorporating safe features.

Community Participation



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- Community participation in design, implementation & monitoring (including social audit) well established within the schemes.
- Need for an articulated strategy to promote disaster risk reduction through active community participation.



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What could be done by states?

- Advocate for building awareness and political support;
- Create enabling environment - policy, planning, tools, guidelines checklists and technical expertise;
- Strengthen district and state level planning
- Integrate of DRR in sectoral/departmental development plans
- Advocate for allocation of funds in annual budget of line departments for DRR activities;
- Undertake capacity development activities

GOI-UNDP Country Programme Action Plan (2004-2017)



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- Support through the project “Enhancing Institutional and Community Resilience to Disasters and Climate Change (2013-2017) – 10 states
- Technical support to other States for mainstreaming DRR and CCA into development planning.
- Demand based Development Support Services (DSS) to support administrative efficiency and to develop capacity of the government agencies- approved by DEA
- UNDP could provide technical support for utilization of 10% flexi-fund under Centrally Sponsored Schemes for disaster mitigation.



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THANK YOU