Initial Analysis On DRM Mainstreaming At Local Level In Nepal

Background

Many organizations have been moving with their own approaches to mainstreaming disaster risk reduction (DRR) at the local level with mixed results. In an effort to proceed in a coherent and effective manner, Flagship 4, Flagship 5 and some key organizations engaged in local level DRM mainstreaming support came together in May 2014 to discuss how to record and analyse the work that has been conducted to date on mainstreaming DRR into district and sub district level planning. The initial analysis from this exercise fed into the 6th Asian Ministerial Conference for DRR (AMCDRR). However, it is recognised that this initial work does not capture the work of all organisations on this subject. As a result, Flagship 4 will be collecting information from these organisations to provide a full picture of the range of approaches taken to address mainstreaming DRR.

The following steps outline the workplans and feed into the outcomes of both Flagship 4 and Flagship 5 (and have been approved by their respective advisory committees).[1]

Expected Results End-2014

Existing approaches to mainstreaming DRM in national nodal and line ministries and at local level are reviewed and shared, and lessons learned identified to guide future mainstreaming support.

2014 milestones

1. Gather learning and document evidence on work supporting mainstreaming at local level, presenting preliminary findings and conclusions at the AMCDRR. This has been completed and is detailed in the following pages.
2. Capture learning and evidence from other organisations about their approaches to mainstreaming which will feed into 4th quarter workshop on lessons learnt on local level mainstreaming and provide recommendations from the different processes at a national level workshop.

2015 expected end result

A common approach to mainstreaming is established with agreed evidence-based priority interventions for the next 5 years, feeding into the proposed DRM SWAP, with full ownership of key government ministries including National Planning Commission, Ministry of Finance, Ministry of Home Affairs and Ministry of Federal and Local Development as well as critical line ministries, and with the commitment of key donors, UN, international and civil society organizations.

Process of gathering initial information.

For the 6th AMCDRR, 5 organizations: Mercy Corps, Practical Action, Oxfam, Handicap International and CARE Nepal (under DIPECHO VII SAFER and VISTAR projects) who were implementing an agreed mainstreaming advocacy strategy provided the details of their experience, which is summarised below. As these organisations have an agreed strategy, it is important to analyse the methodology used, and later compare and contrast with other approaches.

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[1] Note Flagship 4 will be focusing on gathering the lesson learnt from the district / local level and Flagship 5 will focus on the national and nodal ministries.

Summary Interventions

The table below summarises the major interventions undertaken at different levels and the stakeholders targeted:

Level	Activity	Target stakeholder	Purpose
Settlement	Orientation on mainstreaming DRR in planning process	Ward Citizen Forum, Social mobilizers	Advocacy
VDC	LDMC formation, orientation on DRR mainstreaming in plans. Training on LDRMP	VDC secretary, chairperson Ward Citizen Forum, Integrated Planning Committee, political parties	Advocacy Capacity building
Illaka	Participating on VDC and Illaka council	LDMC, District Master Trainer Team	Monitoring
District	District MTT formed and trained on DRR and mainstreaming, Action Plan developed Participation in DDC council	District Master Trainer Team (DDC, DAO and other district line agencies)	Capacity building Monitoring
Central	National Coordination and collaboration workshop	MOHA, MOFALD, NPC	Advocacy

The following analysis is based on the common approach followed by these organizations and involves 3 key areas:

1. Advocacy
2. Capacity building
3. Monitoring

Advocacy

The district annual planning process is guided by directives from National Planning Commission, and is the joint responsibility of District Development Committee as the lead, District Administration Office and sectorial line agencies at district level and their representing officials at VDC, ward and settlement level. In order to ensure DRR was part of this planning process, agreed DRM advocacy messages, tailored for each level, were carried out. This included:

➢ Advocacy strategy was targeted at multiple levels, as well as intra and inter level government agencies through different workshops and meetings. For instance, a National coordination and collaboration workshop was organized targeting National Planning Commission, MoHA, MOFALD and related sectorial line ministries. The workshop was an opportunity for district level officials to understand further the

reasoning and mechanics of how and why to include DRR into annual planning and budget processes (which is annually included in the NPC directives, but consistently found not to be implemented due to lack of awareness).

➢ Top down method for advocacy was carried out. Advocacy was targeted towards upper/senior level to order to provide authority, credibility and ownership of the issue to levels below. As a result, upper/senior level institutions demonstrated support in the work happening at levels below related to mainstreaming DRR.

➢ Orientation on mainstreaming DRR in planning process at VDC, ward and settlement level was carried out, this sensitized the stakeholders to use a risk management perspective in their regular decision making and planning process.

Capacity building

Capacity building was based on a trickle down approach. Formation of master trainers teams in each level whose role is to transfer capacity to the level below. The trainer teams included key government officials from local government, administration and all sectoral agencies in different layers. For example, master trainer teams were formed at the district level; team members included the DRR focal person and representatives from district level stakeholders (district development committee, district administration office, security forces, Red Cross district chapter and other district sectoral agencies).

The formation of technical resources in existing Government structures created ownership of the information and training among the Government agencies supporting institutionalization.
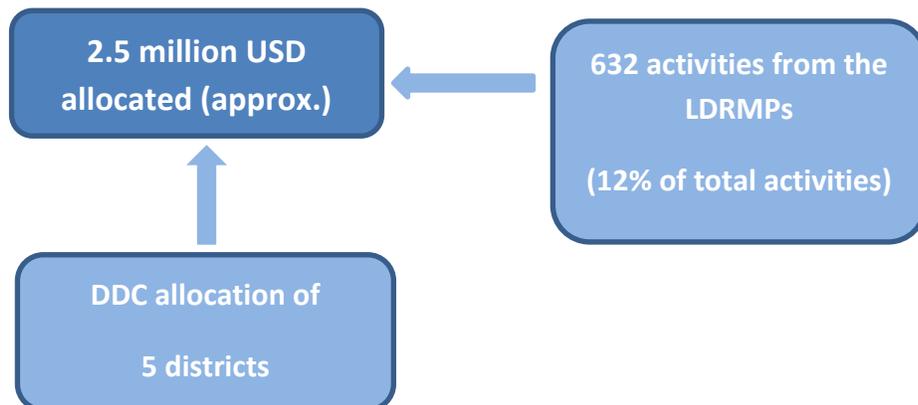
Monitoring:

As the planning process consists of several steps where the collected plans are filtered and fed at different layers, continuous monitoring was necessary. The master trainer teams, at different levels, monitored for this purpose.

This mechanism created an opportunity to reinforce and tailor DRM activities in the annual plans. For example, the planning officer from the DDC (who was a DRR master trainer) participated in the VDC and DDC council meetings, allowing a key stakeholder to bring a DRR perspective to the decision making process.

Results

With these interventions, 51 VDCs and 1 municipality of 7 districts were able to allocate the below figure.

2.5 million USD allocated (approx.)

632 activities from the LDRMPs

(12% of total activities)

DDC allocation of 5 districts

What makes this process different?

- A comprehensive advocacy program targeting key government officials at each level (Central to settlement)
- Continuous monitoring at different layers provided an opportunity to include DRR activities in areas where it previously had not been included
- The planning process includes all Government stakeholders from central to settlement making it ineffective to skip certain stakeholders
- Stakeholders involved in all layers of DRR planning are the ones responsible for existing planning process
- A time intensive strategy creating bottom up demand on DRR

Some enabling factors that added to the whole process for mainstreaming DRR component in the planning process were:

- Directives with DRR as priority from Central to local government provided the authority, credibility and ownership of the issue
- The existing LDRMP guideline allowed VDCs to decide on what DRR issues are most important allowing the creation of bottom-up demand from the community level

Challenges:

- Lack of dedicated human resources from government which affected responsible handover and monitoring
- Though allocation has been done, the existing fund operation mechanism (budget freezing) in local government is a major challenge in mobilizing the budget
- Need external facilitation and technical support which raises questions over the sustainability of such an intervention
- While sectorial mainstreaming is essential, the lack of directives from sectorial ministries for inclusion of DRR is a major challenge
- Necessity of close external support for mobilization of the allocated budget
- Continued investment and support of the program is needed for longer term sustainability

Recommendations:

- Formation of technical resources on DRM mainstreaming at district level with government officials fully engaged
- Involvement of Government stakeholders in the whole process of DRR planning
- Directives with DRR as a priority across sectors
- Central level reward/incentives to the local government for successful mainstreaming (MCPM) to encourage replication of efforts.