



Completion Report

Project Number: 47073-001
Technical Assistance Number: 8628
February 2017

People's Republic of China: Natural Disaster Risk Management in the Southern Mountain Area in Jiangxi

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TA Number, Country, and Name:			Amount Approved: \$350,000.00	
TA 8628-PRC: Natural Disaster Risk Management in the Southern Mountain Area in Jiangxi			Revised Amount: not applicable	
Executing Agency: Office of the Mountain-River-Lake Development Committee of Jiangxi Province		Source of Funding: TASF–Others: \$350,000.00	Amount Undisbursed: \$37,579.81	Amount Utilized: \$312,420.19
TA Approval Date: 28 March 2014	TA Signing Date: 22 April 2014	Fielding of First Consultant: 13 August 2014	TA Completion Date Original: 30 September 2015	Actual: 31 March 2016
			Account Closing Date Original: 31 December 2015	Actual: 4 May 2016
Description				
<p>The technical assistance (TA) aimed to undertake a disaster risk assessment in the Gannan Mountain area; increase awareness and build capacity of local government and community stakeholders; develop a community-based integrated disaster risk management (IDRM) plan; and address gaps in the regulatory and policy framework for disaster prevention and reduction for the Gannan Mountain area of Jiangxi Province. The TA was designed to build upon previous Asian Development Bank (ADB) work for IDRM to help its developing member countries strengthen their disaster resilience through (i) integrating disaster risk reduction into development, (ii) addressing the intersection between disaster risk management (DRM) and climate change adaptation, and (iii) developing disaster risk financing capability. Recent disasters in the Gannan Mountain area of Jiangxi Province have had enormous impacts on the local economy, infrastructure, environmental quality, and people’s well-being. Frequent events include landslides, heavy snow events, hailstorms, flooding, earthquakes, and severe storms, which have significant impact on the agriculture sector that is highly vulnerable to such events. These impacts are amplified in the Gannan Mountain area where poverty rates are quite high with annual average incomes 28% lower than the provincial rural average and 27% of the provincial urban average. With agriculture as the main source of income for people in the Gannan Mountain area, losses due to disasters have a significant negative impact on people’s wellbeing and livelihoods. The People’s Republic of China (PRC) has implemented a comprehensive disaster risk management system based on the prevention, reduction, preparation, relief, and reconstruction following disasters. However, the current DRM system is very compartmentalized, with knowledge concentrated at the top levels of provincial and central government agencies; and focused on institutional and/or organizational aspects of DRM and recovery following disasters. To address constraints to current disaster prevention and reduction system, the Office of the Mountain-River-Lake Development Committee (MRLDO) sought to increase awareness about DRM, expand community involvement in DRM activities, establish policy recommendations to improve DRM, and develop specific solutions to mitigate the risks and impacts of disasters on agriculture-based livelihoods in the Gannan Mountain area.</p>				
Expected Impact, Outcome, and Outputs				
<p>The expected impact of the TA was reductions in disaster risks to sustainable development in the Gannan Mountain area, and the expected outcome was improved policies and increased local capacity in the Gannan Mountain area to manage disaster risk and adapt to climate change. The TA expected outputs were (i) natural disaster risk assessment in the Gannan Mountain area; (ii) an IDRM plan prepared for the Gannan Mountain area; and (iii) training and capacity development for IDRM in the Gannan Mountain area.</p>				
Delivery of Inputs and Conduct of Activities				
<p>The TA was carried out by a consulting firm composed of two international and four national consultants. The TA involved 6.75 person-months of international consulting services. The national consultants’ inputs were adjusted from 11 person-months to 13.2 person-months, with the inclusion of one additional national consultant. Responding to the technical complexity of the TA and addressing additional tasks that were identified during TA implementation, the additional national consultant was added to provide local expertise in community-based social and gender development. The performance of the consulting firm was rated as satisfactory. The consultants provided initial recommendations on the approach of the TA and an awareness-raising and capacity-building plan with training modules for the TA stakeholders. The consultants developed a methodology for assessing disaster risks that blended quantitative scientific analyses and community involvement which was implemented in Gubei Village of Xinfeng County, through a number of stakeholder workshops. Communities elaborated on historical weather trends, mapped disaster impacted areas, and validated the consultant team’s quantitative study results. Based on the results of the disaster risk assessment, further stakeholder workshops with communities produced a community-based IDRM plan. The awareness-raising and capacity-building activities took place in conjunction with the stakeholder workshops, which included local communities as well as government officials at the county and city level. Workshops conducted were highly effective with stakeholder (government, civil society organization, nongovernment organization, and community) participation and gave them the opportunity to provide inputs to and contribute to the development of the outputs through constructive input and/or feedback during the workshops.</p>				

The executing agency's performance was satisfactory. The executing agency provided counterpart staff, office space, and logistical support; and coordinated the circulation of the TA reports, and collated feedback and/or comments from various agencies and departments at the local level, as well as provided guidance on quality and expectations for the TA outputs. ADB provided guidance and fielded timely missions for the inception, interim, and final reviews. ADB's overall performance was satisfactory.

Evaluation of Outputs and Achievement of Outcome

The TA produced the expected outputs which were approved by ADB and MRLDO, including the inception, interim, and final reports. The comprehensive final report produced three modules: (i) the approach and methodology for undertaking a community-based IDRM plan; (ii) the community-based IDRM plan for Gubei Village, which included the disaster risk assessment, disaster management plan, and strategies for making local livelihoods more resilient; and (iii) an IDRM policy brief which elaborated on how to strengthen and build local level capacity for community-based DRM. The TA provided training to 40 government officials and more than 100 local community members, of which more than 50% were female. The final outputs were in line with MRLDO requirements which should: (i) showcase how IDRM can be implemented at the local level to promote community involvement; (ii) provide concrete examples of how communities can understand, prepare for and reduce risk from disasters; and (iii) propose policy recommendations for Jiangxi Province to expand local level IDRM. Training under the TA raised awareness about DRM hazards and risks; and built capacity for implementing IDRM and managing hazards and risks in a comprehensive and inclusive system. These lessons were reinforced through the interprovincial study tour in which MRLDO, local government officials, and community members learned about experiences from a national pilot community for DRM in Yunnan Province. The capacity building and study tour contributed to improved understanding between and cooperation within the various levels (provincial and local government and community) as it showcased different issues; and offered an opportunity to discuss issues, express various viewpoints, and understand how working together can achieve a better result. The immediate outcome of the TA was achieved, the proposed community-based IDRM plan for Gubei Village was endorsed by the local officials of the Xinfeng County as well as the Gubei community. The increased capacity of local stakeholders in the Xinfeng County of the Gannan Mountain area will enable them to manage disaster risk and adapt to climate change. The local level government and community demonstrated strong ownership of the TA, and the executing agency made efforts in ensuring that the relevance of the TA outputs and deliverables contributed in achieving the desired outcome.

Overall Assessment and Rating

The TA is rated successful. All required outputs and outcome, as well as related tasks and targets, were achieved. The executing agency was satisfied with the results of the TA as the outputs from the TA were well received from the local government and community. The practical and applicable community-based IDRM plan can address the current constraints for improved DRM and understanding in Gubei Village.

Major Lessons

The TA showed that an IDRM approach can assist communities and local government to be prepared for, forewarned of, and be able to respond to disasters, which can be achieved with the following four requirements. First, communities need to be included. Community involvement in IDRM activities both for risk and disaster management increases overall resilience and minimizes loss. Second, development and planning need to be informed of disaster risks. Government agencies should expand risk assessments for the protection of infrastructure, reduce risks, and prevent or minimize the buildup of new risks. Third, risk financing options need to be enhanced. For those disasters and hazards that cannot be avoided, options such as insurance (agriculture, infrastructure, health, and housing) need to be utilized to minimize the shock of loss and assist in recovery. Fourth, institutional arrangements need to be enhanced. Cooperation between agencies and a coordination platform can support local efforts to be more effective and facilitate information sharing and increasing awareness. A major challenge for the TA was the cooperation between various levels of government and acceptance for community involvement in IDRM and for community-led disaster risk assessment, management, and planning. The TA was able to overcome these issues through awareness raising, and strong interest and ownership of the TA activities by the communities and local government. Their active involvement in the TA proved they were capable when provided with training and had the motivation to apply IDRM. This level of engagement contributed to the quality of the outputs as well as acceptance of the results of the studies and proposed actions.

Recommendations and Follow-Up Actions

The outputs of the TA will be used as a good reference for MRLDO and Jiangxi Provincial Government to develop policies that support local government and community-led IDRM in Jiangxi Province. The results from this TA align with the national program to pilot community-based DRM, showcasing communities and local government can apply IDRM approaches successfully. The community and local government-led IDRM is an approach that is applicable to all provinces of the PRC and all developing member countries. The success of such programs is based on good understanding of potential risks coupled with capacity building to help communities and local government to plan for, minimize and mitigate such risks, apply risk-informed development planning, and strengthen response actions. The final recommendation is to continue and strengthen inter-agency cooperation and coordination to further enhance IDRM at the local level.