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Umbrella Program to Support Post-Wenchuan Earthquake Early Recovery and Disaster Risk Management in China

Country: CHINA

UNDAF Outcomes 1

Social and economic policies are developed and improved to be more scientifically based and human centred for sustainable and equitable growth.

Country Programme Output 7.5

Capacity to analyze and manage risks at the national and selected communities strengthened.

National Coordinating Agency

Ministry of Commerce (MOFCOM)

Programme Duration

2009 –2011

Brief Description

On 12 May 2008 a major earthquake jolted southwest of China, claiming more than 80,000 lives and causing huge economic loss. The earthquake severely affected Sichuan, Gansu and Shannxi and 4823 poorest villages in the three provinces have been particularly worse hit. Government of China responded rapidly and effectively to the earthquake in both emergency relief and recovery planning. An overall national reconstruction plan has been developed and early rehabilitation efforts initiated in the fields.

To assist the Government and affected communities in meeting the unprecedented challenges of recovery, reconstruction and risk management, the UN System in China launched an Appeal in support of sectoral-specific early recovery efforts in transitioning period with a focus on the most vulnerable survivors. To better coordinate and integrate the large number of responses provoked by the Early Recovery Appeal, UNDP decided to set up this umbrella programme which will be serving as an organizing framework for these various responses. Under the overall coordination of MOFCOM and through collaboration with various partners, the umbrella programme aims to achieve the following two outcomes:

- Outcome 1: Capacities of national and local stakeholders in coordinating, planning, managing and monitoring of recovery strengthened.
- Outcome 2: Community-based, integrated early recovery plan for restoring livelihoods, rebuilding housing, rehabilitating environment with focus on disaster risk reduction and protection of vulnerable groups implemented.

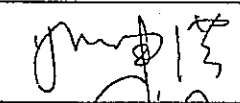
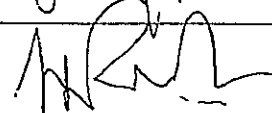
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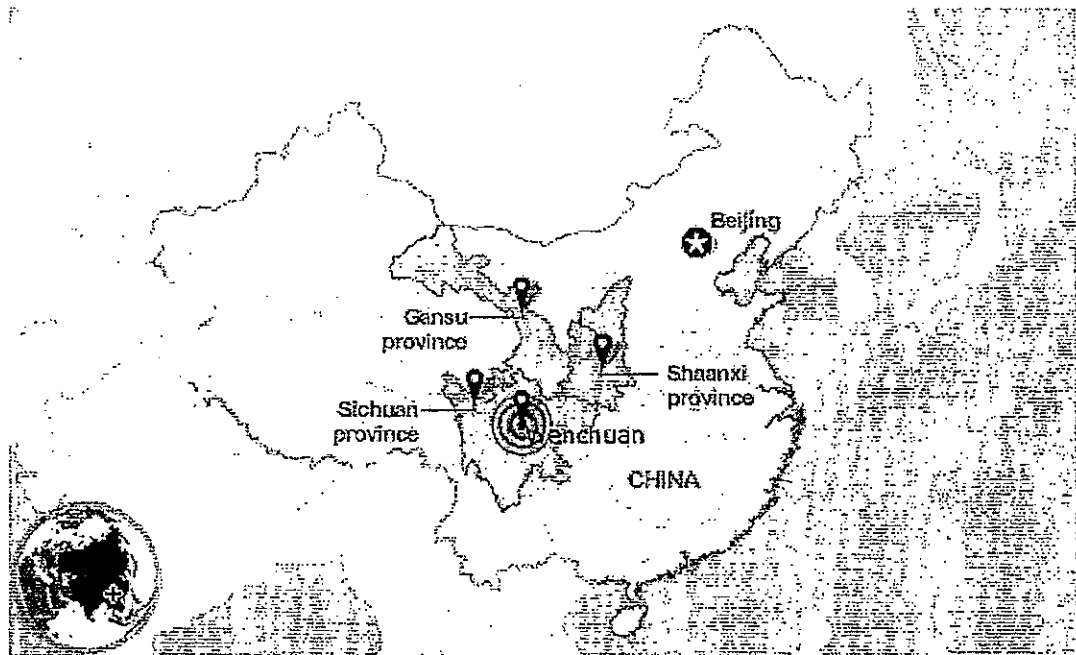
Table of Contents

1. Situation Analysis	3
1.1 The Earthquake: Losses and Damages.....	3
1.2 Socio-economic Context of Earthquake Recovery Efforts.....	4
1.3 Lessons Learned from Relief.....	5
1.4 The National Response for the Recovery	6
2. UNDP's Approach to Recovery	7
2.1 Strategy: Bridging Relief to Development	7
2.2 UNDP's Initiatives for Early Recovery	8
2.3 Support from the UN Appeal	8
3. The Umbrella Program	8
3.1 Umbrella program's value added.....	9
3.2 Umbrella Program's Recovery, poverty alleviation, and Risk Management Strategy	9
3.3 Outcomes and Outputs.....	11
4. Partnership Strategy.....	24
5. Management Arrangements.....	25
6. Monitoring and Evaluation.....	26
6.1 Financial Monitoring.....	26
6.2 Audit and Evaluation.....	27
Legal Context.....	28
Risk Log.....	29
PROJECT RESULTS AND RESOURCES FRAMEWORK.....	30
ANNEX I.....	35
ANNEX II.....	37

1. Situation Analysis

1.1 The Earthquake: Losses and Damages

At 14.28 Beijing-time on 12 May 2008 a major earthquake measuring 8.0 on the Richter scale (RS) jolted Wenchuan County, 92km northwest of Chengdu City, the capital of Sichuan Province. The tremors were felt as far as Beijing, Taipei, Bangkok, and Hanoi. The earthquake affected eight provinces in China; Sichuan (the most severely affected), Gansu, Shaanxi, Chongqing, Yunnan, Shanxi, Guizhou and Hubei. The latest estimate put the final death toll at more than 69,000, over 18,000 people were missing, and 374,000 people were injured. More than 45 million people have been affected.



The Wenchuan earthquake severely affected Sichuan, Gansu and Shaanxi provinces

Aftershocks, quake lakes, landslides and rain have aggravated the situation. The total direct economic loss has been estimated at US\$ 200 billion by Chinese authorities. Over 6.5 million homes were destroyed. The quake had knocked out much of the region's health infrastructure. Nearly 28000 mobile telecommunication base stations and thousands of kilometres of cable were damaged. The State Grid Corporation has suffered extensive damage in distribution network that would take US\$ 35 billion to repair.

Sichuan is a major agricultural province, producing about 9.2% of the nation's grain. Agricultural output makes up about 20% of Sichuan's GDP, higher than the 12% national average. Sichuan is also China's biggest supplier of pork, a Chinese staple. It has 60 million pigs of which an estimated 3 million perished in the quake. The total damage to agriculture sector is about US\$ 6 billion, according to FAO's projection. Ministry of Human Resource and Social Security has estimated that the earthquake has massively increased the unemployment in Sichuan. In urban areas, on top of the existing 300,000 urban unemployed, the earthquake caused additional 370,000 people lost jobs. Secondly, the ongoing "new job creation" process (that have created new jobs for 238,000 people in the first four months of 2008) came to a sudden end. Thirdly, the earthquake created a large number of unemployable people due to newly generated disabilities. The number of "zero employment family" has increased by 51,000 households. Lastly, large amount of livelihood in rural areas has been destroyed. About 1,150,000 people in rural areas have lost arable land or forestry resources.

1.2 Socio-economic Context of Earthquake Recovery Efforts¹

Even before the earthquake, Sichuan was home to around 15% of China's absolute poor and 21% of the people under the national low-income line; a total of 10.41 million people living on less than 944 yuan per year. There were about 8,000 officially designated poor villages in Sichuan, 4,823 of them (about 3 million villagers) were directly affected by the earthquake. The direct loss per household is estimated to an average of US\$ 3,500—10 to 15 times their annual income. Extremely poor villages located in remote mountainous areas have been struck particularly hard.

Also looking at non-income indicators, these areas are among the more challenging in China;

- 43 of every 1,000 children in Sichuan die before the age of five—81% higher than the national average and nearly ten times as high as in Shanghai.
- One in four women still give birth without skilled medical staff, making maternal mortality 64% higher than the national average and 840% higher than in Shanghai.
- On average, Sichuan ranks 24th of 31 provinces in terms of adult literacy, with 50% higher illiteracy than the national average—and full 23% illiteracy rate among women.
- On the UN Human Development Index, Sichuan ranks 24th in China with HDI 20% lower than Shanghai.²

As a major labourer-exporting regions, many rural areas in Sichuan have women bearing the majority of work in farming, forestry and animal husbandry. The earthquake further burdens these women through loss of farm land, tools, livestock and irrigation. In addition, it left a large number of orphan, elderly and disabled people that are particularly vulnerable and will need external help during reconstruction.

The regions affected were heavily minority regions, and many of the most isolated and poorest villages therein are also ethnic. The damage suffered by the minorities extends beyond the physical damage and continuous economic vulnerability. Their cultural heritage has also been severely damaged. In the case of the Qiang minority, the damage to their heritage was devastating, almost irretrievable, and will need significant effort to rebuild and recover. Similarly, the social structures of these communities will be strained by forced relocations, the loss of land and the likely increase of out-migration that will follow the disaster. These threats to the continuing cohesion of several ethnic groups must be accounted for in the reconstruction effort.

Initial assessments revealed that a lot of legal issues arose after the earthquake. Many are around the rights of vulnerable populations in recovery and rehabilitation, government subsidy and compensation, land and property rights, relocation and employment, etc. These significant and cut-cross issues need to be taken into consideration from the planning stage to ensure orderly and efficient operation of reconstruction. However, solutions to these issues may not be ready within the existing legal framework and will require additional efforts to deal with.

Due to difficulties in transportation, communication and access to information, villages that are worse-hit reportedly have to face more challenges than elsewhere. Within the framework of the ongoing overall recovery/reconstruction planning, there is not yet a clear strategy for integrated reconstruction and development for the extremely poor in rural areas. Poorer areas also have less resilience in both human and institutional capacity needed for rapid recovery therefore may be further left behind in reconstruction.

¹ Poverty data from Sichuan provincial poverty alleviation office; others from UN sources
² For more on the Human Development Index, visit hdr.undp.org

The earthquake further worsened the existing poverty situation³

Due to the earthquake, many people living in poor areas suddenly lost their homes and only assets. The net annual income in the most affected areas drops to below RMB1,000 Yuan per capita (US\$146). Agricultural activities and local small business came to a stop and social economic life is facing serious recession. According to an official estimate, the rate of poverty rises from 30% prior to the disaster to over 60% afterwards. The originally weak infrastructures also suffered serious losses from the disaster which further cripple the capability of public service delivery in the poor areas. The earthquake also have a big impact to the farmland and vegetations, causing landslides, water loss and soil erosion, which further stretched fragile environment and bring more challenges to living and production.

Since 2001, the Government has pushed forward the Overall Poverty Elimination Programme with remarkable progress achieved in poverty elimination of rural areas. The major earthquake however severely impaired the foundation that has been laid via 20 years' poverty reduction efforts, delaying the overall progress of poverty elimination.

The spreading financial crisis also brings heavy stress on the employment. As indicated in the official statistics, by the end of 2008, of 11.8 million migrant workers, over 1million had return to their hometowns in Sichuan rural areas, which in turn place the greater pressure on local labour market. The major income sources for poor households is threatened with deepening of financial crisis and the flow back of migrant workers.

1.3 Lessons Learned from Relief

The Government of China responded rapidly and effectively to the earthquake. Large-scale of rescue personnel the professional teams converged into the affected region from across China to assist in immediate rescue and relief. Large number of relief materials including tents, blankets, clothes, fuel and coals were mobilised and deployed to affected areas within a short periods of time. Central Government also coordinated provinces, municipalities and autonomous regions to provide one-to-one targeted support to the 21 most affected counties and cities, enhancing the efficiency of relief support and reducing the repetition.

In response to the unprecedented disaster, the Government maintained active communication with the public and the international community, Information was disseminated timely through media, press conference and bilateral talks. To strengthen management of the large-scale relief, relevant authorities also released several regulations and guidelines, i.e. *Guidance on Post-Wenchuan Earthquake Rehabilitation and Reconstruction* (State Council), *Technical Guideline on Interim Housing Resettlement* (MOHURD), *Measures for Transparent Utilisation and Management of Financial and In-kind Donation for Wenchuan Earthquake* (MOCA), etc.

In the meantime, the international community took prompt actions in joining the massive rescue and recovery efforts. UN system immediately mobilised and distributed US\$ 8 million relief support through the Central Emergency Response Fund (CERF). To understand relief and rehabilitation needs in the fields, UN with partners also conducted several assessments in the affected areas. The UN system has come up with an appeal in support of early recovery initiatives in nice sectors.

To get prepared for the long-term reconstruction and rehabilitation, the State Council has set up nine National Post-earthquake Reconstruction Planning Groups with division of responsibility for the development of post-earthquake recovery and reconstruction planning and related policy studies. Upon

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Data from the Overall Rehabilitation and Recovery Plan for the Poor Villages, provided by LGOP.

broad consultation, the National Development and Reform Commission (NDRC) developed a three-year master plan for rehabilitation and reconstruction three months after the earthquake, marking a major step forward from relief to recovery.

1.4 The National Response for the Recovery

1.4.1 National Overall Plan for Post-Wenchuan Earthquake Restoration and Reconstruction

A few days after the earthquake, the State Council set up a Planning Taskforce of Post-Wenchuan Earthquake Restoration and Reconstruction, chaired by National Development and Reform Commission (NDRC) and co-chaired by the Government of Sichuan Province and Ministry of Housing and Urban-Rural Development (MOHURD), with disaster-affected provinces and other State Council departments as members. Three months later, the Taskforce compiled and released the *National Overall Plan for Post-Wenchuan Earthquake Restoration and Reconstruction* on September 19 following a public consultation process. The Plan includes a master plan and 9 specialized sub-plans on rural housing, city and township reconstruction, rural development, public service, infrastructure construction, industrial restoration, disaster prevention and risk reduction, ecological recovery and cultural rehabilitation. The Overall Plan also elaborates supporting policy measures comprising of fiscal policy, taxation policy, financial policy, land-use policy and industrial policy as well as one-on-one assistance and utilisation of social contributions and donation.

The Scope of the Overall Plan was identified as 51 severely affected counties in Sichuan, Gansu and Shaanxi provinces. And the Plan set out the overall objective as restoring the basic living conditions and the economic development to reach or surpass the pre-disaster level within approximately three years. It is estimated that the overall funding for the reconstruction will be at RMB one trillion (USD 147 billion). Local governments of the quake-hit areas will take the lead in formulating implementations plans under the guidance, coordination and assistance of central government and line ministries.

1.4.2 Program on Post-disaster Reconstruction of Poor Villages in Wenchuan Earthquake

In line with the National Overall Plan, the State Council Leading Group for Poverty Alleviation (LGOP), the government's designated institution for recovery of rural areas has also elaborated a rural reconstruction plan for the poorest affected villages for the implementation of the Government-led recovery programmes. The Programme outlines the major areas of reconstruction of 4,834 poor villages severely affected by the earthquake. It sets out the priorities of restoring public service, resuming basic livelihoods and production. Aiming at combining post-disaster recovery with poverty reduction, the LGOP Plan focuses on six major components including permanent house rebuilding, restoration of public service facilities, village infrastructure reconstruction, rural livelihoods recovery, capacity building and environment improvement. Budget wise, nearly 90% of the total government input will be made at housing, public facility and infrastructure reconstruction. At township and village level, implementation planning has been initiated following these principles and categories.

1.4.3 Recovery Initiatives in Rural Areas

The affected population - in a desire to restore livelihoods as quickly as possible - has engaged in spontaneous recovery activities as soon as the conditions permitted. They are looking for ways to rebuild their lives. Led by the local government, pilot villages have had their own plans of reconstruction. Consistent with the national programme, priorities are given to rural housing and small-scale public facility projects particularly irrigations and inner-village road reconstruction. Many families have already begun to rebuild their houses with their own means. Many farming households, if provided adequate and timely agricultural inputs, may be able to resume their agricultural activities. However, in the absence of a support mechanism for early recovery, these spontaneous and sometimes haphazard recovery efforts

could increase the vulnerability of the affected people. Ultimately, these initiatives will also enhance the capacity of earthquake-affected populations to fully participate in the longer-term reconstruction and re-development process.

2. UNDP's Approach to Recovery

2.1 Strategy: Bridging Relief to Development

The UNDP's approach to recovery is guided by the principles defined by its corporate policy on Early Recovery. UNDP defines Early Recovery as a multi-dimensional process that begins in a humanitarian setting alongside with relief efforts. It is guided by development principles that seek to build on relief programmes and catalyze sustainable development opportunities. It aims to generate self sustaining, locally and nationally owned, resilient processes for recovery. The UN Inter-Agency Steering Committee has elaborated guidelines for Early Recovery. The UN Inter-Agency Steering Committee has elaborated guidelines for Early Recovery defines the following guiding principles that should inform apply to the UN Early Recovery programmes:

- Focus on the most vulnerable;
- Restore local capacities;
- Rebuild people's livelihoods as a matter of priority;
- Secure human development gains;
- Reduce disaster risk;
- Engage the private sector;
- Promote independence and self-sufficiency;
- Ensure transparency and accountability;
- Subsidiarity and decentralization;
- Strengthen coordination.

A more detailed description of concepts and guiding principles of Early Recovery could be found in UNDP's Guiding Note on Early Recovery (April 2008)

In the Earthquake affected Sichuan Province, it will be important that planning for recovery commences as soon as possible with the aim to supporting people's own initiatives, strengthening their productive capacity early on when it matters most, and harnessing opportunities for reducing disaster risks. Currently, in many parts of these areas, the government's humanitarian relief and response efforts are still ongoing. This is likely to come to an end in the near future. Therefore, the transition from the emergency to recovery must now begin and run parallel to the ongoing relief interventions.

In such a context, a systematic early recovery programme can provide a range of inputs to support spontaneous recovery initiatives of the affected communities. It can help augment the ongoing relief assistance operations and at the same time establish foundations for longer term recovery. This is also an opportunity for laying the foundations for "building back better" by introducing disaster risk reduction in all aspects of recovery, and alleviating poverty by diversifying livelihoods, strengthening community-based organizations and rehabilitating the local eco systems. The early recovery efforts will support people's own initiatives, strengthen their productive capacity early on when it matters most, and harness opportunities for reducing disaster risks.

The need for this was recognised in part in the government's efforts which also addressed some interim rehabilitation issues including recovery of some villages in affected areas. While full recovery will take years, the immediate post-disaster rehabilitation and early recovery needs must be addressed immediately in order to lay the foundation for meeting long-term development goals.

2.2 UNDP's Initiatives for Early Recovery

Based on its strong involvement with relief activities, UNDP is developing medium to long-term strategy for assisting the Government of China in early recovery and disaster management. The Bureau of Crisis Prevention and Response (BCPR) of UNDP has approved a two-year programme of US\$ 3.5 million to address the integrated rural planning and community-based rehabilitation and recovery in poorest villages affected. The programme will focus on rural recovery planning, livelihoods recovery of the most vulnerable people, psycho-social and legal support, environment improvement, as well as mainstreaming of community-based disaster risk management through capacity building approaches. In line with the overall recovery planning and efforts at national and local level, UNDP and partners plans to implement integrated recovery program in 19 pilot villages out of the 4,834 poor villages severely affected by the earthquake. The experience gained and lessons learned will be used to develop and improve the reconstruction of other poor areas. A detailed description of the programme is available in the Project Document of the Early Recovery and Disaster Risk Management Program.

2.3 Support from the UN Appeal

To meet the enormous challenges of recovery, reconstruction and risk management in affected areas, the UN System in China has made an Appeal for Early Recovery Support for Wenchuan earthquake in July 2008. The Appeal includes proposals from partner agencies in meeting sector-specific needs of transitioning period of six to twelve months. The emphasis of the sectoral proposals is to support local economic and social recovery by providing people with resources to rebuild their lives and help them recover from the losses inflicted by the earthquake. This Appeal was organized into seven sectors, which covered the areas of Livelihood (ILO, UNDP, FAO), Shelter (UNDP, UN-Habitat), Water, Sanitation and Hygiene (WHO, UNICEF, UN-Habitat), Health, Nutrition and HIV/AIDS; Education; Protection of Vulnerable Groups; Environment and Ethnic Minorities.

International communities responded actively to the Appeal. A total of some US\$15 million in response to the UN Appeal has been mobilized. Contributions of nearly US\$4 million have been secured to support sectoral proposals led by UNDP including commitments pledged by the Governments of Canada (2 million Canadian dollars on shelter and livelihoods, Norway (US\$1 million on environment) and Saudi Arabia (US\$1 million on shelter). UNDP is also in negotiation with Japan for additional USD 2 million of funds to augment recovery and reconstruction efforts. These funds will support the needs of the most vulnerable survivors living in remote areas hit by the earthquake who have received basic assistance but require much more comprehensive aid over as reconstruction gets fully underway and winter sets in.

3. The Umbrella Program

To better coordinate and integrate the large number of responses provoked by the Early Recovery Appeal for Wenchuan Earthquake, the UNDP decided to set up an umbrella programme which shall be understood as an organizing framework for these various responses. The core of this umbrella programme is the BCPR funded project that has been signed between UNDP and its national counterparts.

The Early Recovery appeal was designed as a series of short-to-middle term projects (duration of six to 12 months), with the explicit intention of being followed up with long term reconstruction efforts. This umbrella program would cover these and other projects with longer horizons in the medium and long term. The purpose of the umbrella program is to provide a flexible structure in which successive projects can be integrated. One of the main purposes of this umbrella programme will be to channel the efforts of donors and external agencies to cover the specific deficits in poor communities. The area of extreme poverty selected are some of the most needy of the affected region, while also being the most difficult to tend. Project partners would develop pilot plans for integrated community-based planning for recovery and reconstruction. The recovery strategy of the umbrella program would be in line with these priorities.

The Umbrella programme will fit into the Overall Program on Post-disaster Reconstruction of Poor Communities in Wenchuan Earthquake, developed by LGOP, by supporting the development of pilot plans for integrated village planning for recovery and reconstruction and its replication to a wider context.

3.1 Umbrella program's value added

Given that the Government of China will be the major planner and implementer of the overall rehabilitation and reconstruction, the UNDP umbrella programme would be complementing the government's efforts by addressing the existing critical gaps in the national system. UNDP will draw upon its long lasting international experiences in post disaster recovery and will provide the guidance and define a clear target strategy that will take advantage of the expertise and experience of the various external actors to add value to the process at both national and local levels. According to the State Overall Planning for Post-Wenchuan Earthquake Restoration and Reconstruction, the Government will focus its efforts on the reconstruction of physical infrastructures, restoration of public service and housing. The recovery efforts that the umbrella program would cover will on one hand keep in line with the national and local reconstruction plans to avoid overlapping. On the other hand, consistent to its mandate and priorities, and in line with its early recovery policy, UNDP would pay attention to the 'softer' aspects of the building-back-better process, for examples, building capacities of national stakeholders, and the needs of the most vulnerable livelihoods restoration of the most these groups, protection of rights of woman and vulnerable groups, social-aspects assistance to those in need, etc. Based in community but partnering with the government institutions at various levels, UNDP also aims to create an impact and disseminate experience for wider replication, in order to supplement and leverage Government inputs towards social equity and long-term sustainable development.

3.2 Umbrella Program's Recovery, poverty alleviation, and Risk Management Strategy

This umbrella program is designed to address the complex combination of disaster reconstruction and the alleviation of pre-existing poverty in a comprehensive and flexible way. The Umbrella Program focuses on qualitative aspects of the recovery, reconstruction and risk management, directed towards improving the assessment, planning, training, skills, information, and expertise. It would also address the immediate needs of the most vulnerable groups, specially women and minority groups.

The Umbrella Program will follow the following strategies:

- A. The Umbrella Program would pursue and promote an integrated approach to community-level earthquake recovery, which would include shelter, livelihoods, environment, vulnerable group protection, legal services, social and psychosocial services and community infrastructure. The overall objective is to improve the living conditions and resilience of the earthquake-affected populations, as well as to provide useful references for ongoing and future poverty programmes implemented by the government. Building on community initiative and working towards creating more sustainable livelihoods at the community level, the integrated approach will make sure that the different elements of assistance will mutually reinforce each other. For example, skills training in building construction will create livelihood opportunity as well as provide more permanent shelters. Similarly, restoration of critical community infrastructure will create better living conditions at the community level and also provide short term employment to the landless households.
- B. Facing the challenge of low human resources, the Umbrella Program would implement **comprehensive capacity building programme** to enhance capacities of communities, as well as national and local authorities in various aspect of recovery as well as on disaster risk management. The Umbrella programme will address the immediate needs of building capacities of the local government official at provincial, county and township level, as well as communities at community

level in coordination, planning, and management of recovery as well as in disaster risk reduction issues. Given that the Government is the principal party of the reconstruction, UNDP contributes mainly in concepts, methodologies, expertise and management. The project will propose a package of capacity building programmes including training programmes, knowledge sharing, and exchange of experiences amongst the stakeholders involved in recovery. The umbrella programme will make sure that the existing knowledge gaps are addressed, and the existing national expertise and scientific knowledge are, in a coherent and effective manner, feeding the operational requirements of the recovery programmes being implemented at the community level.

- C. Facing the challenge of **building a *more sustainable* livelihood base** that goes beyond the pre-disaster poverty level, the Umbrella Program will take advantage of the fact that the major earthquake put these otherwise isolated communities in touch with the outer world and large number of heterogeneous social connections. By strategically facilitating and expanding the social network of these communities, the program helps to explore and develop new livelihood or to restructure the old ones. This includes exploring new markets, new production methods, new technologies, and new information channels.
- D. The Umbrella Program will promote **long term risk reduction**. While the recent disaster has been caused by an earthquake, the Programme recognizes that the risk of other hazards -- most notably that of floods and droughts -- is also significant. It is important that the recovery process works towards mitigating the impact of these other hazards. Following are the main elements of disaster risk reduction strategy within the context of this programme: Supporting the local authorities, at provincial, county and township level, to make sure that the disaster risk management measures are put in place and effectively enhanced to be mainstreamed into the recovery programme at community level, organize communities to respond to emergency situations using existing community networks, improved disaster preparedness and early warning systems; reduce disaster risks through a series of measures including safer settlement location, environmental improvements, physical mitigation measures (hazard resistant construction techniques, land use planning, environmental protection) etc.; restoration of environmental assets. Overall, the programme endeavours to tackle vulnerability to natural disasters within the context of other social and economic vulnerabilities.
- E. The Umbrella Program will determine **Context Appropriate Implementation**: strategic planning must take account of the characteristics of poor communities in earthquake affected regions, including gender and age composition, ethnicity, physical conditions. UNDP would design evidence-based interventions based on factual assessments of conditions in the affected areas, taking into account cultural differences in minority areas and the different needs of women and men as well as the special needs of orphans, elderly, disabled, people living with HIV/AIDS and other vulnerable groups.
- F. The Umbrella Program would promote gender equality in disaster risk reduction and ensure gender-mainstreaming responsive recovery in support women and men to build back better. Efforts will be made to ensure women's unique interests be incorporated and equal opportunity to reconstruction materials be given to woman.
- G. **The programme's focus will be on the most vulnerable**: The impact of the earthquake vary across gender, age and economic groups. The capacity of the various groups -- female and single male parent headed households, orphaned children, landless or casual labourers, permanently disabled -- to recover from the disaster is also different. The UNDP programme aims to put in place a community-based package of social support to the most vulnerable not only for the short run but also for a sustained period of time.
- H. The Umbrella Program would use its resources and expertise to improve or supplement the implementation of the Government of China's earthquake recovery and reconstruction program. It would support the Government in its policy formulation for recovery, introduce best international practices in post-disaster recovery through, exchange of experience with similar international

recovery operations, piloting, capacity building for local and national officials, aiming for wide replication and integration of international experiences into the national effort.

- i. The Umbrella programme will link with the current UNDP's programmes specifically in the areas of Governance, Environment, Disaster Risk Management, South – South cooperation, poverty alleviation. The Umbrella programme's outputs will seek synergies and complementarities, build upon the achievements and mainstream the UNDP's early recovery programmes into these ongoing programmes

In collaboration with a range of partners at national and local levels, the umbrella programme would implement the early recovery program in the pilot poorest communities. These communities would be identified in consultation with national partners based on criteria including social economic situation, level of damage and vulnerability status. Throughout, the programme would provide financial and technical support to these communities in their early recovery activities. The pilot villages selected would, to some extent, be representative and embody various needs in rural recovery. Based on this, the programme would also allow adjustment to be made upon approval of the project steering committee to ensure that resource be targeted to those in the most needs, i.e. villages located in the remote, difficult-to-reach areas with limited access to external assistance. The experiences, lessons learned and best practices drawn during the pilot phase will then be replicated to a larger number of communities in line with the scale-up reconstruction process led by the Government of China.

It is believed that with capacity building initiatives properly designed implemented, the programme is not likely to generate difficulties in replication. In addition, national and local Government would make adjustment to the total amount of investment to pilot villages to ensure that equitable inputs are made to the pilot and non-pilot communities, to avoid inequity that may result from extra programme supports.

UNDP and partners would also pay attention that the programme will not create dependency among the recipients and will support and encourage self-initiated recovery efforts. The implementation plan and budget allocation would enable a smooth transition to the continuing reconstruction of local communities.

3.3 Outcomes and Outputs

OUTCOME 1: CAPACITIES OF NATIONAL AND LOCAL STAKEHOLDERS IN COORDINATING, PLANNING, MANAGING AND MONITORING OF RECOVERY STRENGTHENED.

OUTPUT 1.1 Strategic supports for improving post-disaster recovery process through strengthening multi-sectoral coordination and enhancing international cooperation.

The challenges that the reconstruction of the affected areas present to the government are immense. In addition to substantial financial input, the reconstruction of the region demands also sizable technical input and expertise. As the Government embarks on a large-scale reconstruction and recovery programme, there will be needs for very specific inputs for policy formulation as well as for the design and implementation of the reconstruction programme. The umbrella program will facilitate the coordination among national stakeholders, including government agencies, private sector, Academic institutions, civil society organisations by organising discussion forums, national consultation processes, to forge national consensus processes and commonly shared recovery and reconstruction objectives.

Sub output 1.1.1 Technical inputs to policy research and analysis, strengthening of national coordination mechanism for post-disaster multi-sectoral response and recovery.

Indicative activities

- Conduct research on DRM-integrated development policy and process
- Organize national stakeholders consultation meetings on building partnership on recovery
- Applied research on management of people-centred reconstruction programmes
- Technical workshop on appropriate strategy, technology, methodology and mechanisms for recovery of specific sectors, i.e. shelter, livelihoods, etc.

Sub output 1.1.2 To develop awareness and build knowledge in post-disaster recovery management through information exchange and international cooperation.

Indicative activities

- Organize learning events, cross-sectoral briefings and information sharing activities
- Support regional/international exchange of knowledge, best practices
- Encourage documentation of lessons learned, knowledge collection and dissemination as well as advocacy activities.

OUTPUT 1.2 National and local capacities of planning, programming, managing and monitoring of recovery enhanced.

In support of capacity building objectives for recovery articulated in the government's plans and guidelines and recommendations set up in the government's plan for recovery, the umbrella project will ensure that empowerment and capacity development are at the heart of recovery and good governance principles will guide the recovery process. National and local governments at provincial, county and township levels as well as quake impacted communities will be enhanced to lead the recovery and be central to decision making process through a participatory approach. Improved governance of recovery requires: strengthening the enabling role of public administration to support sector recovery and development; enhancing the delivery of local government services for reconstruction and development, and enhancing the role of communities and civil society organisations.

This output can be developed in close partnership with the UNDP's Governance programme in synergy with the current governance portfolio and using the UNDP's corporate models for strengthening local government capacities. In light of the above, the capacity development strategy is envisaged to be carried out in two phases:

- a) Immediate Phase: Management of the immediate recovery within 6 to 12 months
- b) Longer term Phase: Governance of subsequent reconstruction and merging into development

The capacity development strategy will propose a full package of programmes ranging from training programmes, workshops, and seminars to cover the full range of recovery aspects.

Sub output 1.2.1 Strengthening coordination and management competencies and skills for recovery at national and local level

Disaster offers the opportunity to establish a professional, proactive, modern and efficient public administration.

This output aims to provide the national and local authorities with resources to actively participate in recovery work, provide information to the affected communities on the status of various reconstruction/recovery activities coordinated by them. The objective of this programme area will be to develop the capacity of government at all levels to plan, coordinate and monitor recovery and reconstruction activity undertaken by sector agencies both public and private. This capacity support will focus on the development of skills and competencies in coordination, management and monitoring as well as through the provision of critical technical skills in planning, engineering, finance, livelihoods

development, Information management and audit. These technical inputs will not only help to strengthen skills but also to help establish systems, procedures and manuals of good practice in the delivery of effective by transparency recovery services as .

Indicative activities

- Targeted training programs on various aspects of recovery management – coordination, information management, assessments, monitoring recovery assistance, project management.
- Provision of appropriate tools and methodologies for coordination, management and planning information management and monitoring the recovery process.
- Support for local-level exchange of knowledge, best practices, documentation of lessons learned, advocacy

Sub Output 1.2.2 Strengthening the enabling environment at various levels for participatory planning, management and monitoring of recovery activity through empowerment of communities and CBOs.

Successful reconstruction could only be built upon the choices and capacities of the local communities. The recovery process should be owned and participated by affected people. Recovery planning, programming, implementation and monitoring should take place as close to local communities as possible based on participatory schemes.

The objective of this programme area will be to empower and develop the capacity of the earthquake impacted communities through enablement of civil society and the private sector to participate in the supply of recovery and reconstruction services, to articulate the demand for such services, to sustain, support, and organise alternative funding mechanisms for recovery, such as micro financing schemes, cooperatives, mutual funding mechanisms. This objective will be realised through capacity building and training of vulnerable and under resourced CBOs/ NGOs linked to a small grants facility for direct funding of civil society initiatives

Indicative activities

- Support consultative processes at national and local levels involving civil society and private sectors.
- Train in field project management - coordination, information management, assessments, monitoring recovery assistance, project management
- Form/revitalize and mobilize community groups to implement recovery initiatives
- Form and train community selected members on various aspects of recovery – health, education, environment, crops, soils and livestock.
- Train local resource persons, service providers and extension workers to delivery recovery support and provide technical advice

OUTPUT 1.3 Capacities of national and local authorities for disaster risk management and mainstreaming of disaster risk reduction into community-based recovery planning enhanced.

The devastating impact of the Earthquake in the Sichuan province highlights once again that China is highly prone to disasters. While the recent disaster has been caused by the earthquake, the risk of other hazards -- most notably that of floods and droughts -- is also significant. It is important that the recovery process works towards mitigating the impact of these other hazards. The event recalls that managing disaster risks and mainstreaming disaster risk reduction in development process should be given high priority from the outset of recovery process. Rehabilitation and reconstruction must be undertaken with disaster risk reduction in mind and simultaneously create increased capacities for disaster preparedness. The recovery process can provide opportunity to improve the institutional and legislative systems to manage and reduce disaster risk, including disaster preparedness and response, early warning systems, and broader functions of disaster risk reduction.

The Umbrella project proposes a strategy to build capacities of stakeholders involved in recovery including mainly both authorities and communities in disaster risk management. This will also link to UNDP's on-going national level Disaster Risk Management project in partnership with the Ministry of Civil Affairs.

Sub Output 1.3.1 Capacities of national and local authorities for disaster risk management enhanced.

This output area will focus upon establishing mechanisms for medium and longer term disaster risk reduction at national and local levels. The strategy would therefore focus on the strengthening of governance systems for disaster risk reduction involving the development of appropriate policies, tools and the restoration of human resource capacities. Local administration will be at currently depleted capacity levels will be severely challenged and in need of support. Hazard specific training in contingency planning at these levels would also be a key element of this component of the strategy. The aim is to promote the integration of disaster risk reduction into recovery process in multiple sectors of the entire affected region; e.g. health, education, infrastructure, housing, livelihoods, etc.

Indicative activities

- Conduct Hazard, Vulnerability and Capacity Mapping (HVCA)
- Formation of Disaster Management Committees at various levels
- Orientation of Management Committees on basic concepts of disaster preparedness, emergency response, risk assessment, action planning and their roles and responsibilities
- Preparation of disaster preparedness action plans at national and local levels
- Implementation of risk reduction activities

Sub Output 1.3.2. Community level disaster risk management and preparedness through provision of technical assistance to capacity building and knowledge sharing.

The second element of the strategy constitutes community level disaster preparedness risk reduction and preparedness. The post earthquake emergency response to affected communities strongly reiterated the importance of community preparedness. The first response to any disaster usually comes from the communities. Following this event it was the local communities who immediately start rescue and extrication activities, before the arrival of help from the national, provincial and county levels. This is also extremely important in areas where access is limited due to the challenges poses by the ruggedness of the terrain and climate. It will therefore be very important to identify in villages and communities at risk existing community groups and civil society organizations to initiate community level capacity building activities immediately.

The umbrella project would pilot community-based disaster risk management in pilot poorest villages. The activities tested during the pilot phase will then be scaled up in course of time and replicated to other regions. The main elements of the community based disaster risk management strategy include: organize communities to respond to emergency situations using existing community networks, improved disaster preparedness and early warning systems; reduce disaster risks through a series of measures including safer settlement location, environmental improvements, physical mitigation measures (hazard resistant construction techniques) etc.; restoration of environmental assets that may provide greater protection. Overall, the programme endeavours to tackle vulnerability to natural disasters within the context of other social and economic vulnerabilities.

Indicative activities

- Community-based risk and vulnerability mapping

- Community Disaster preparedness plans developed and community Disaster Preparedness Committees established in pilot villages including specialised DMTs (search and rescue, first aid, evacuation) formed and trained.
- Local level communications and early-warning protocols developed for pilot villages
- Guidelines for hazard-resistant building construction prepared and disseminated for pilot villages
- Guidelines for first respond to disasters developed and disseminated for pilot villages
- Knowledge network established and good practices shared among all stakeholders

Sub Output 1.3.3. Community level disaster mitigation and self rescue techniques development, dissemination and practice through integrated method.

Provide education on escape and self rescue skills for community, especially for young students, women and elder people, can greatly help the mitigation of disaster at the first place. They count for the largest population in many poorest counties and are the most vulnerable group during the disaster. Giving lecture in school can not only help the students, but also spread the knowledge through the students to their families and communities.

Indicative activities

- Lecture note and brochure for self rescue skills
- Knowledge spreading through various methods, such as community activities, brochure hand out and seminar
- Community based disaster rescue plan design, including the responsibility of every part when disaster happen, the preparation of emergency materials and rescue route etc..
- Maneuver on disaster mitigation in school and community

OUTPUT 1.4 Capacity building on multi-party and multi-mode integrated disaster recovery platform

After the earthquake, many enterprises and organization show great potential and willing to help and participate in the recovery process. However, the lacking of effective and appropriate platform discourage the achievement of social responsibility, To build an effective and attractive platform will gather more parties, including government agency, enterprises, NGOs and multilateral assistance agency into the recovery process, the advantage of each party will be integrated.

Indicative activities

- Organize international forum

OUTCOME 2- COMMUNITY BASED, INTEGRATED EARLY RECOVERY PLAN FOR RESTORING LIVELIHOODS, REBUILDING HOUSING, REHABILITATING ENVIRONMENT WITH FOCUS ON DISASTER RISK REDUCTION AND PROTECTION OF VULNERABLE GROUPS IMPLEMENTED

An important component of UNDP's technical assistance would be supporting the planning and implementation of an integrated, community based early recovery plan This Outcome addresses four main areas, essential for a sustainable community based recovery programme as follows:

OUTPUT 2.1- Support to assessing and monitoring the needs of the recovering communities, with a particular focus on the most vulnerable such as women headed households, elderly, orphan and people with physical disabilities

As part of this umbrella program, UNDP would provide technical assistance to the Government authorities for conducting assessments and continuing monitoring of the needs of the affected communities from various aspects and at different stages of the recovery. The assessment would provide essential inputs

for the improvement of evidence-based integrated recovery plan and justifications for adjustment where and when needed. UNDP would also support the application of methodologies for evaluating impact of disaster on poverty, providing the best practices which are available internationally in the area of community-level planning and reconstruction.

Indicative activities

- Provide methodology and tools for integrated, cross-sectoral assessment with disaggregated data.
- Provide methodology and process for assessing the impact of disasters on poverty and other social aspects;
- Build up the capacity for government authorities to develop and implement monitoring plans to look at the changing needs of the recovering communities on livelihoods, environment social protections, and etc., with vulnerable groups prioritized;

OUTPUT 2.2- Support for the implementation of an integrated early recovery plan at community level.

The programme emphasizes an integrated approach, wherein sectoral support – shelter, livelihoods, environmental restoration, support of the vulnerable groups – is provided through local authorities and communities. Build upon community initiatives, different components of assistance of the integrated approach mutually reinforce each other, create synergies, and work towards creating more sustainable livelihoods at the community level. The programme is designed to serve as a crucial link between immediate recovery and medium-to-long term rehabilitation and development activities currently being strategized by the Government.

The programme will combine both quick impact projects and longer terms developmental programmes. The aim is to address the most immediate needs of the communities while laying down the foundation for a more sustainable development. Over the next 12 months, the focus will be on responding the most immediate needs of the most vulnerable in terms of livelihoods restoration, housing rehabilitation, and recovery of basic community functions. By doing so, the umbrella programme will strive to prepare the ground for the longer term recovery process.

Over the next two years, the umbrella programme will move towards consolidation of the support provided to the communities in the first year and moving towards a more self reliant mode of operation for some of the community level mechanisms. The experiences and lessons learned from the first year will be largely replicated to other communities in the quake affected areas. Capacity building programmes for a more effective governance system to support longer term reconstruction will continue.

Sub Output 2.2.1. Support for recovery of community based, small scale infrastructure through the promotion of income generating activity schemes

Small scale infrastructures are basic physical infrastructures that are critically needed to support the process of immediate livelihood recovery of the disaster affected communities. In fact, these are the lifelines of the affected community and are essentially required to be restored for bringing the affected communities back to their own feet.

There is clearly an inextricable linkage between restoration of livelihoods and reconstruction of minor infrastructure. Reconstruction of minor infrastructure, considered as a an immediate source of employment and local business opportunity, will have strong multiplier effects on revitalisation of local economy. Recovery of minor infrastructure offers also opportunities for building capacities of local communities and governments through vocational training programmes. If the process of recovery of community based infrastructure is delayed, the whole process of livelihood recovery will be affected adversely.

The umbrella project intends to promote the rehabilitation of critical community infrastructure including water supply systems and basic access (access roads, footpaths, culverts) through cash for work programmes.

Sub-Output 2.2.2: Support for Livelihoods assistance to the most affected and vulnerable populations to rebuild and recover from the impact for of the earthquake.

Restoring livelihoods is at the heart of the integrated community based recovery programme. In other words, providing people with decent employment opportunities by resuming agricultural activities, or through participation in public works programmes – such as rebuilding community infrastructure, or rebuilding of public places is key to reviving the local economy and therefore alleviating poverty..

The livelihoods will be restored through a variety of measures including provision of agricultural inputs, tools and equipment, livestock, support for off-farm activities, refinancing of pre-disaster livelihood schemes, a range of other in-kind support, cash grants and skills training.

Once the rural poor regain minimal livelihood and income stream, a sustainable recovery process will follow. Towards this end the programme has put together a package of support comprising cash grants, in-kind support and cash for work programmes for rehabilitation of community infrastructure.

Delivery of immediately, needs-based support will also be combined, where appropriate, with more long-term strategy to boost local economy, i.e. increasing local employment, rehabilitating local markets.

Indicative activities

- Cash for work scheme introduced into the implementation of small-scale community infrastructure reconstruction.
- Cash grants and in-kind support disbursed to the most vulnerable households identified with needs for livelihood support including :
 - Paddy production
 - Livestock production (ducks, chickens, pigs, cattle, rabbit)
- Existing micro finance recapitalised in pilot villages and accessed by vulnerable families
- Special package of support provided to labour-scarce households – women-headed households, permanently disabled, HIV affected households, terminally ill and orphaned children --- through community based social support mechanisms
- Targeted skill and professional training for those who have lost jobs in small enterprises
- Operational loans and equipment loans provided for micro enterprises

Sub-Output 2.2.3 Support for the provision of technical assistance packages for the rebuilding of housing to the most vulnerable

The umbrella programme's approach to the recovery of the housing sector is based upon the assumption that a post-disaster reconstruction program provides a unique opportunity for improving the quality of life and ushering in development. Support for housing recovery can regenerate the local economy by providing employment in construction sector, improve access to housing, improve its quality and structural safety, creates motivation and self-confidence and strengthens community networks. It can also be a context for introducing risk reduction, mitigation and preparedness practices that will contribute to build safer and disaster resilient community.

In the disaster affected communities, many communities have already started rebuilding their houses using their own limited resources. The quality of these new constructions may vary from makeshift structures using salvaged materials, to building of permanent houses and repairing components of their destroyed dwellings. To avoid the reconstruction of risk and, by the same token, to strengthen these

spontaneous community driven efforts, it is critical that the umbrella programme supports these efforts through appropriate technical assistance and financial resources.

The support to housing reconstruction can be clustered around the following strategic areas: Support for reconstruction of new houses and repair of partially damaged houses, support for capacity building for sustainable recovery and risk reduction, support for strengthening community based construction management, financing housing reconstruction, support for public information.

Indicative activities

- Building artisans trained in hazard resistant technologies
- Basic reinforcing components and materials for rural houses provided to community groups.
- Training provided to local communities in using locally available building materials to construct houses better able to resist earthquake and convert transitional shelter for longer-term use.
- Fuel efficient cooking stoves based on bio mass energy production systems provided to the most vulnerable households
- Housing reconstruction/repairing kits provided to the most vulnerable households
- Building Support Centres to provide information and disseminate technical knowledge established in selected townships
- Technical roaming teams established to provide technical assistance and advise to support owner driven housing reconstruction programmes in selected counties

Sub output 2.2.4- Community-based approach to energy and environment planning based on use of renewable energy sources and local natural resource management so that the resettled communities have access to clean and improved habitable conditions.

The widespread collapse of buildings and houses, especially in urban areas, has generated a huge amount of debris. This unprecedented amount of debris together with the lost clinical stocks and other hazardous substances have caused environmental hazard. This situation is further exacerbated by the displacement impacted communities to new temporary settlements with little or no established waste management infrastructure or facilities.

These large amounts of building debris as well as the newly created waste for resettled communities, if not properly managed, would present a major environmental health risk to the affected communities, from biological sources, chemical sources, and physical sources. Unsafe application of fumigants and pesticides to control disease vectors is likely to occur.

The earthquake has also negatively impacted the region's ecosystem which is one of the richest biodiversity areas of China causing an unprecedented loss and damages on the existing natural resources. It had resulted in habitat loss and fragmentation, loss of wildlife, loss of vegetation, forests. Potential threats posed by disaster relief, recovery and reconstruction measures in the affected area. This could include for example water and soil pollution caused by waste resulting from the disaster or use of chemicals for recovery of crops, and unsustainable extraction of natural resources for reconstruction of building, roads, bridges, and for local livelihoods.

The Umbrella project's strategy to cope with the environmental consequence of the earthquake will have to address the following:

- Sustainable waste disposal system, including removal of earthquake debris and identification of appropriate land fill without increasing risk of flash floods will need to be in place, including the recycling of appropriate building materials.
- Integrating ecosystem approaches into recovery activities: An ecosystem approach promotes appreciation of the role of natural systems in meeting settlements needs for construction material, water and energy, livelihood needs related to agriculture and fishery recovery, and in buffering communities from future hazards. It requires a Natural resource management plans to repair the

environmental damages and to protect local environments from over exploitation from the reconstruction efforts.

Umbrella project would assist the local authorities in removing the debris and disposing of the waste in an environmentally safe manner. It would identify landfills where the waste could be dumped safely. The sites need to be cleaned up and improved, so that new construction could be started.

The project would also encourage the use of renewable energy through the installation of solar energy panels so that the transitional shelters are provided with clean energy. Supporting activities which encourage bio-diversity and environmental awareness among the people would also be supported by UNDP. In planning these environmental improvements in communities, the implementing agencies would consult women and seek their participation.

Indicative activities

- Preparing technical guidelines (on site selection, preparation and management) and public awareness-raising material on waste recycling and disposal.
- Provision of further guidance and advice through: one-day training workshops on implementing these guidelines in selected settlements; and *ad hoc* technical advice on field-level implementation of these guidelines.
- Preparing and implementing a pilot project for appropriate management, recycling and disposal of waste from major tented communities and other temporary settlements.
- Appropriate waste management and disposal techniques and equipment, which might include use of clinical waste incinerators.
- Conducting a short study to identify interventions to promote the availability, affordability and use of alternative environmentally friendly building materials.
- Developing and disseminating a sustainable construction manual.
- Developing an incentive programme for the implementation of earthquake resistant and energy-efficient housing
- Providing environmentally friendly heating and cooking equipment.
- Providing rudimentary training in safety procedures for women in the use of these equipment
- Monitoring the implementation and assessing feasibility to expand the project.
- Fostering community initiatives in support of sustainable natural resources management and livelihoods development, including the establishment of community resources centres at pilot communities.

Sub output 2.2.5- Restoration of irrigation system and drinking water supply system, and provide technical assistance for sustainable development

Large amount of irrigation systems were damaged by the earthquake, restoration the function of these irrigation systems as soon as possible will help the victims carry out self-initiated recovery by resume the agricultural production. Moreover, Sichuan is a large labour-export province, under current economic crisis condition, numbers of migrant workers cannot find work in city and back to their hometown. Help to resume the agricultural production will also be beneficial to the social stability and food security.

Provide the technical assistant to ensure the environmental friendly and ecological sustainable during the restoration of irrigation. Popularize the water-save irrigation and ecological agriculture techniques; develop characteristic agriculture and agri-tourism; and introduce the water-right idea.

Indicative activities

- Guideline for water-save irrigation technique
- Guideline for ecological agriculture technique
- Investigation and plan design for characteristic agriculture and agri-tourism
- Workshops on water-save irrigation and ecological agriculture

- Workshops on water right
- Help to establish the participatory association for ecological characteristic agriculture and water right

Sub output 2.2.6- Building of community-based emergency materials reservation system and disaster prevention and reduction awareness at various levels

At the early stage of disaster rescue, with the transportation to the outside was interrupted, the shortage of safe water, food, medicine and other emergency materials postponed the carry out of rescue. Building the community-based emergency materials reserve system will help the earthquake-prone regions well prepared for possible disasters in the future.

Indicative activities

- Investigate, improve and design emergency materials reservation system, including location selection, daily operation mechanism and material renewal strategy etc.
- Review, develop and improve emergency response mechanism at municipal, county and community level, encourage and awake awareness of disaster prevention and reduction at community level with special concerns in schools and kindergartens.

OUTPUT 2.3 Support for Psycho-social and legal assistance to the vulnerable groups in needs

Sub output 2.3.1- provision of legal assistance through existing legal aid facilities and legal assistance outreach activities

In addition to heavy losses of lives and property damage, the earthquake also sees arising legal issues include land rights, inheritance, adoption, entitlements and etc. The Umbrella Program would support continuing in-depth study of these issues aiming at providing policy/strategy recommendations to relevant Government authorities. It would also support outreach teams to travel to the affected areas to monitoring the needs and deliver legal assistance in pilot villages. Much of these services and support would be delivered through existing specialized institutions and mechanism.

Indicative Activities

- Support policy-oriented studies on legal issues in the aftermath of major disaster, facilitating the dissemination of findings/recommendations;
- Compile a Manual on Legal Rights Protection, with a focus on legal rights protection of earthquake victims to be disseminated to the local communities;
- Provide training to the personnel engaged in providing legal aid;
- Arrange seminars to highlight the legal issues triggered by the earthquake, especially the protection of victims' rights.
- Continue support to legal aid working stations established in the affected areas during previous interventions so that they can provide legal aid to victims of the earthquake.

Sub output 2.3.2 : Support for medical assistance to the most affected and vulnerable populations to recover from the impact for of the earthquake.

Support rebuilding of medical service with special emphasis on skill training for health care staff at village and community levels for in disaster areas where the poor households face more difficulties in accessing to ordinary health service. While the central government has committed to the provision of medical hardware and facilities, skills of village doctors needs improving.

Sub Output 2.3.3- Support for the provision of Psycho-social support to the most vulnerable including women, children and elderly

Psycho-social support for the earthquake-affected people has emerged as a well-identified need in all the impact assessments that have been conducted so far. The trauma of widespread collapse and deaths has been so severe that the families affected by the tragedy would need such support for a long time. In consultation and partnership with specialized institutions as well as other UN agencies such as UNFPA and WHO, the Umbrella Program will provide necessary psycho-social support including professional counselling services, workshops to discuss the needs and strategies for proper interventions, and if necessary counselling centres would be set up where people could go and talk to counsellors about their personal and family issues. The Umbrella Program would attempt to integrate psycho-social components into livelihoods and rehabilitation efforts and ensure that community could participate in the development of these programs and secure maximum benefits. In the provision of psycho-social and legal services, women are an important group of both receiving and providing counselling services after basic training. Also, UNDP would work with UNIFEM and other agencies in assuring gender-sensitive approaches be adopted in due course.

Indicative Activities

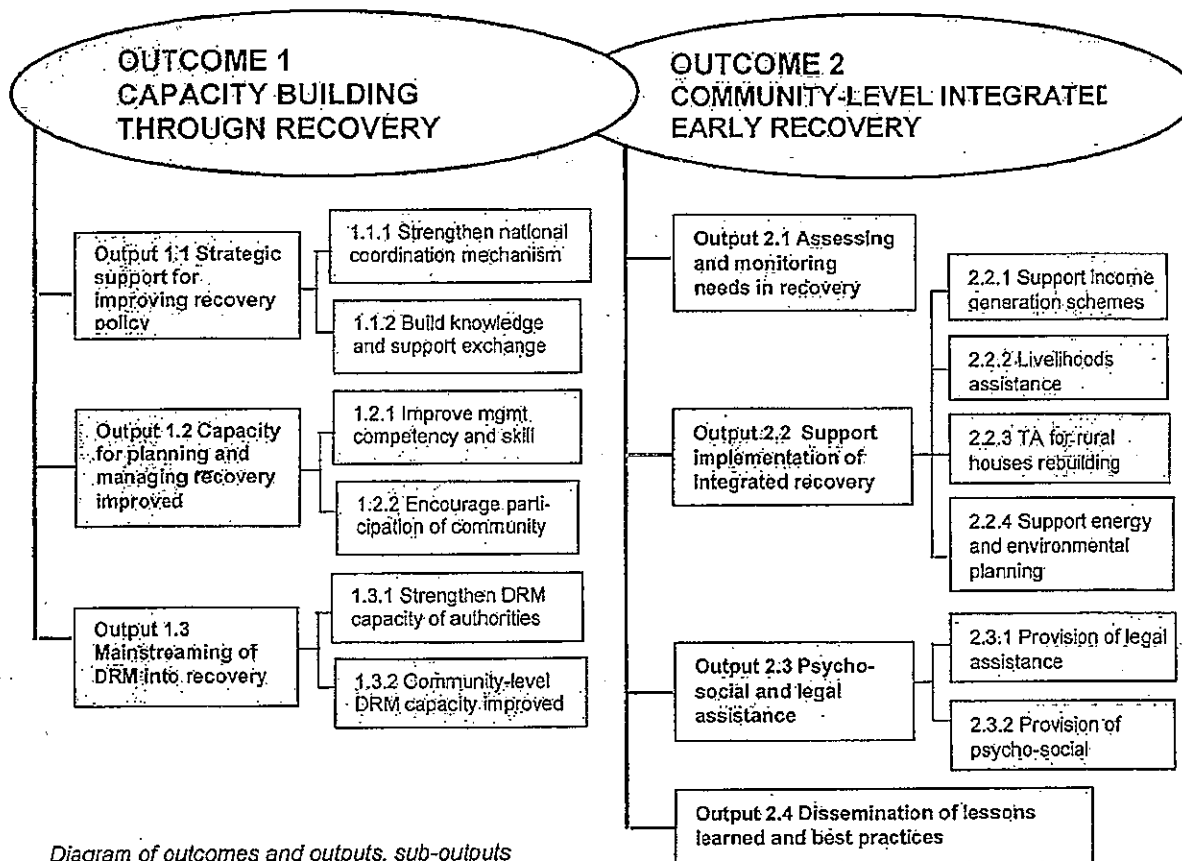
- Provide legal assistance and psycho-social service to the most vulnerable including women, children and elderly
- Provide Psycho-social service to the rescue workers who had facing too much tragedy and pressure
- Encourage the community Culture and Recreation activities help the victims overcome the trauma
- Set up a Counselling Program through identifying qualified agencies in providing professional counselling services.
- Support to the vulnerable groups such as elderly people and disabled with the provision of basic services
- Development of guidelines, booklets, brochures, policy papers etc.

OUTPUT 2.4 Support for dissemination of lessons learned and best practices distilled from the pilot recovery programme and definition of a replication strategy from the pilot phase to the entire affected area

Natural disasters have been recognized as a significant contributing factor to poverty in China and the developing world. So the process of recovery should focus on poverty alleviation. The earthquake has brought out that the poor suffer the most, while they take a long time to recover. According to LGOP's statistics, about 50 percent of poor villages are severely affected by the earthquake, five times the average number of villages affected. There is a clear understanding at the policy-making level that the disaster recovery, preparedness and mitigation should be linked to poverty alleviation through various interventions. The Umbrella Program would, in close consultation with Ministry of Commerce and other collaborating partners, undertake studies on long-term strategy and policies. The experience and lessons learned during the implementation of the recovery and reconstruction programme will also provide the data and evidence for the planned study. The programme would also put emphasis on documentation and dissemination of the knowledge and experience gained in China in dealing with disasters so that the rest of the world could benefit in response and preparedness to future potential disasters.

Indicative Activities

- Consultation workshop on needs assessments
- Workshop on planning of integrated, community based recovery
- Consultation workshop on training and capacity building of communities on recovery
- Consultation workshop on implementation and monitoring of recovery plan



Dissemination Strategy

Building on the previous and existing Disaster Risk Management Programmes, the programme would support development and dissemination of knowledge products such as brochures, ICT materials, and compendium. The programme would also organize workshops and exchanges activities on specific themes targeting at different audience at the national, provincial, and local levels. These activities would address issues related to community-level early recovery, reconstruction, disaster preparedness and management, etc. Through multi-strand approaches, the dissemination aims at achieving a three-fold purpose:

1. Creating broader awareness of the programme
2. Engaging understanding and strengthening partnership
3. Disseminate learning and transferring knowledge into action

The Table 1 gives an illustration of how the programme would engage in various activities together with its implementing partners to increase the impact of the dissemination.

In the process of programme implementation, Steer Committee Members will jointly review the dissemination strategies and make appropriate adjustment in order to meet practical needs and maximize the effectiveness of dissemination.

Table 1 Dissemination Strategy

Purpose	Targeted Groups	Vehicle	Timing
Raise awareness of the work of the programme	Public, Media, Academic, interest groups, existing and potential partners	Email, website, press release, brochure, newsletter, ICT material	September to December 2008 Website updating regularly
Build partnership and commitment	Government at all level sister UN agency, development organization, NGO, CSO beneficiary group and other stakeholders	Formal & informal meetings, emails, telephone, face-to-face contacts, joint missions, participatory research, conference, exchange	Entire programme duration with an emphasize during September to December 2008
Update progress and progress of the programme	HQ, Regional Office, Programme stakeholder, beneficiaries, UN system, other development organizations	Briefings, reports, newsletter, workshop, presentations, brochure, written project case studies	Periodically, regular briefings and reports in every 3-6 months
Promote findings and transferring into action	Public, media, academic, Professional network	Website, paper, publications, case studies, presentations/reports, Workshop, seminars	January 2009 to August 2010

A summary of the Umbrella programme's outputs, deliverables and indicative activities is provides in the Project Results and Resource Framework.

4. Partnership Strategy

The project would be implemented under the overall coordination of Ministry of Commerce (MOFCOM). Under the authorization of MOFCOM, China International Center for Economic and Technical Exchange (CICETE) will represent MOFCOM in fulfilling the coordinating role. Within the overall framework, specific components/projects will be jointly developed by MOFTEC/CICETE and UNDP in close cooperation with potential partners and donors, and appropriate implementing partners will be identified by MOFTEC/CICETE and UNDP jointly to be responsible for the use of resources and achievement of objectives defined for assigned component/project. Implementing partners will in close cooperation with and under the supervision of MOFCOM/CICETE and UNDP CO, ensure high-quality technically and financially implementing of the projects in accordance with relevant procedures, rules and regulations of the NEX manual. MOFCOM/CICETE and UNDP will ensure proper use of funds to assigned activities, monitor the project implementation progress, and facilitate project evaluations, etc. In situations calling for speed of delivery and decision-making within relatively short time span as required by donor agencies, in collaboration with MOFCOM/CICETE and UNDP CO, implementing partners would be responsible for achievement of results upon consultation with relevant partners, to enable rapid disbursement with full accountability for fund management.

Within the Government, MOFCOM through its authorized agency CICETE will be the overall national coordinating body to ensure a coordinated approach is adopted towards integrated early recovery in line with national policy, regulation and planning in close collaboration with line ministries NDRC, MOCA, LGOP, MOC, MWRs, etc as well as other relevant governmental agencies. UNDP would work with a number of other partners including UN system, international organizations, donors on the basis of their mandate and responsibility, as well as presence in the program areas. The umbrella program would set up a mechanism to facilitate collaboration between government and other civil organizations, technical institutions, international and national NGOs, CSOs, as well as private sector companies. The selection of these partners is guided by their roles and capacities through proper assessment procedures, and it would be ensured that these partnership arrangements are not in conflict with procurement procedures.

Though the cluster system has not been made operational in China, UNDP being the cluster lead for early recovery has a special responsibility for coordinating with all the other UN agencies and NGOs in implementing early recovery programs. UNDP CO would provide the necessary logistical and programme support to implementing partners in early recovery activities. There will be a strong focus on building partnerships with relevant UN and NGO partners to implement the programme. The CO team would also receive technical support and assistance from the UNDP's Bureau for Crisis Prevention and Recovery (including, amongst others, Regional Disaster Reduction Advisor, Bangkok, and the Disaster Reduction Unit of BCPR, Geneva).

The UNDP country team would provide support to Steering Committee and implementing partners in the following ways:

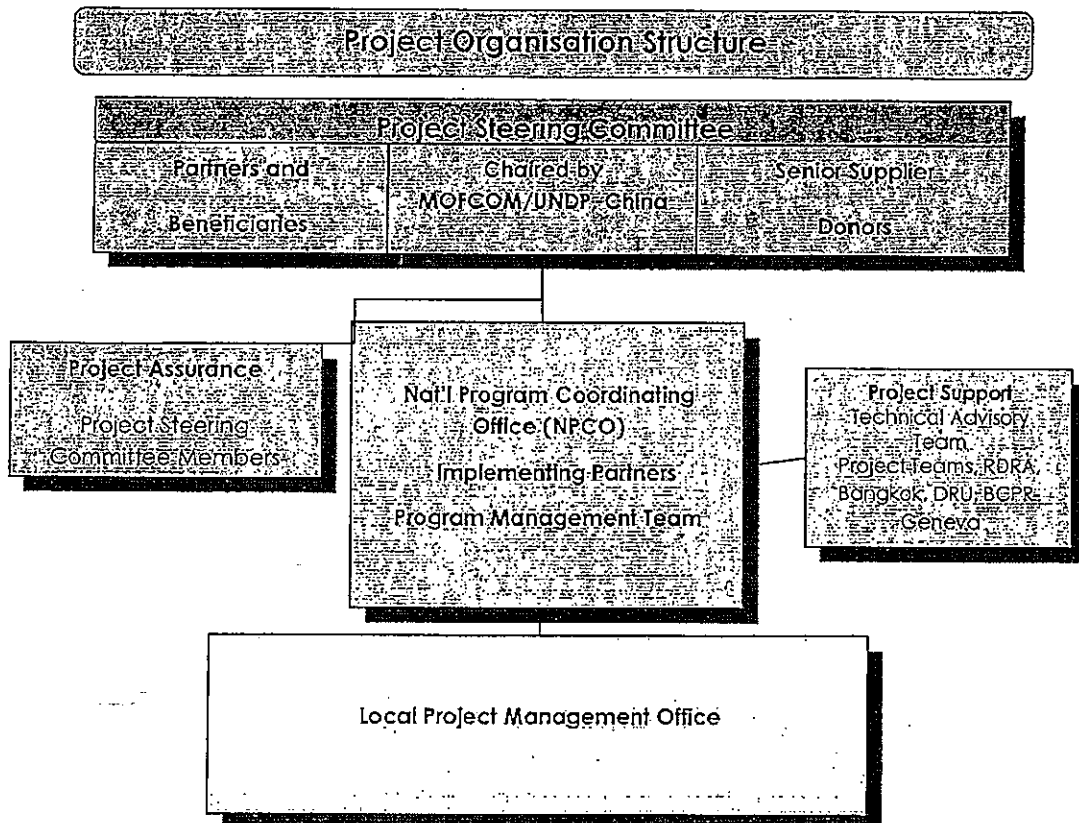
- Help develop specific Project Document in collaboration with implementing partner;
- Facilitate and support the procurement of services for the delivery of the program;
- Support for financial management and reporting to donors, and
- Support for monitoring and evaluation system.

Modalities for delivery arrangements would be tailored to the context and as per requirements of donors if needed (such as Letters of Agreement for implementation of specific components or activities by Government departments and UN partners; provision of technical assistance and capacity building to Government and civil society; and implementation of services through international NGOs, national and local NGOs, the private sector, others).

5. Management Arrangements

The oversight mechanism would be provided by a Programme Steering Committee (PSC), which would be co-chaired by the UNDP and MOFCOM/CICETE. Key national government departments and agencies, Donor agencies and NGO/CSO organizations will also be invited as the members of the Committee. The responsibilities and functioning of the Steering Committee is described in the Terms of Reference (Annex I). All the stakeholders would be invited to important programme meetings called by the Steering Committee. A National Program Coordinating Office (NPCO) will be set up in and led by MOFCOM/CICETE with support of and in close cooperation with UNDP ER unit, technical advisory team and relevant supporting agencies, serving as PSC Secretariat and also be responsible for daily coordination and communication with implementing partners at program level.

Implementing partners will be responsible for program implementation subject to NEX manual. To support the implementing partners, MOFCOM/CICETE and UNDP may consider the utilization of previously established local office set-up under the Early Recovery and Disaster Risk Management Programme as and when appropriate. MOFCOM/CICETE will be responsible for the appointment of National Project Directors (NPDs) as recommended by Implementing partners at project level. The NPD will be responsible for the establishment of Project Management Offices (PMOs) at various levels as and when appropriate and guarantee PMOs' daily operation serving projects subject to the NEX manual. If and when necessary MOFCOM/CICETE and UNDP will also mobilize technical advisory in the areas of early recovery and disaster reduction management, poverty alleviation, governance, legal support, environment, health care and community development, etc.



6. Monitoring and Evaluation

Monitoring and Evaluation framework will be established and practiced jointly by MOFCOM/CICETE and UNDP Country Office to meet the following objectives to:

- Ensure that all the program activities are in conformity with relevant plans and regulations of the Government and Project Steering Committee decisions
- Produce expected outputs and outcomes set by the project document
- Ensure that financial disbursements are done in a transparent and accountable manner in the line and spirit of the project document.

An overall monitoring framework would be designed to ensure effective multi-stakeholder (UNDP, Government, civil society, community, donors) monitoring of activities supported through the programme, through on-site monitoring, regular reporting, and financial expenditure tracking. The monitoring framework for the early recovery program is intended to achieve the following purposes.

- **Results-Oriented:** Ensure appropriate measurement and assessment of programme performance in order to more effectively improve performance and achieve results.
- **Quality Assurance:** Ensure quality in program activities supported through external quality monitors to ensure best possible benefit for beneficiaries, through monitoring programme delivery and identifying issues that need corrective action and ensure that additional assistance is provided early.
- **Accountability:** Ensure accountability in the use of programme resources through heavy emphasis on financial reviews to make sure that funds are being appropriately used to achieve program outputs, and that the implementing agents have sufficient controls in place to demonstrate that funds are being used appropriately.
- **Transparency:** Ensure transparency in programme activities, finances, and results to all stakeholders.
- **Learning:** Ensure that the programme has mechanisms to ensure learning for purposes of improving ongoing implementation and guiding new initiatives, and to identify key lessons learned and successes stories from programme implementation in relation to post-earthquake recovery to feedback into planning and implementation processes of UNDP, the Government and development partners.

MOFCOM/CICETE and UNDP will jointly field review and assessment missions to monitor and evaluate all the activities included in the project. If necessary, MOFCOM/CICETE and UNDP may appoint external field monitors for assessing the program. The mission will confirm delivery of activities and outputs against agreed schedules, and review whether a well-functioned mechanisms in place. The missions would also offer advices on early recovery interventions that have worked well and those that are less effective, and recommend improvements for enhancing the impact. As part of its corporate requirements, implementing partners would also be requested to prepare comprehensive reports of results achieved each year under the early recovery programme, and the CO would be expected to contribute to this report.

To timely measure the progress and success of the programme, benchmarks for each output in Work Plans which would be used as indicators for review and assessment missions.

6.1 Financial Monitoring

The programme's financial resources would be managed through a series of controls at various levels. All financial transactions are monitored, recorded, analyzed and reported through UNDP's newly introduced ATLAS Enterprise Resource Planning (ERP) system. Approved program budget and expenditures would be publicly posted in program areas, as well as on the UNDP website.

Project financial management will be subject to the regulations of NEX manual.

All partners and contractors receiving funds under the umbrella program are subject to financial monitoring by the MOFCOM/CICETE and UNDP. Financial monitoring includes, but not limited to:

- Monitoring and reviewing financial reports, records and all necessary supporting document against agreed program budgets to ensure fairness of expenditure;
- Verifying accuracy and completeness of financial information, including review of supporting documents and test of expenditure details;
- Requesting clarification or additional information as required to verify and justify expenditures;
- Providing advice and technical assistance to implementing partners and contractors on measures necessary to enhance their program financial management in line with UNDP standards and norms;

6.2 Audit and Evaluation

The programme would be audited according to UNDP rules and regulations and China's audit laws. External audit and evaluation teams may be contracted to carry out these activities as per the plan shown below:

1	Field implementation monitoring	Ongoing monitoring of field implementation by implementing partners and grantees, including field verification, review of progress reporting, and analysis of financial expenditure.	Ongoing / Continuous
1	Quarterly Reviews	Quarterly Meetings of the Steering Committee to review progress, address issues, and provide programme and policy guidance	Quarterly
2	Mid-Term Evaluation	Mid-term evaluation to assess progress towards programme results articulated in the Results Framework and provide recommendations.	50% program completion.
3	Final Program Evaluation	Final program evaluation to assess achievement of programme results articulated in the Results Framework and document lessons learned.	100% program completion.
4	Audit	Annual audit in line with UNDP and Government rules and regulations by UNDP Hqs and National Audit Office of P.R. of China.	Annual.

Legal Context

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Agreement between the Government of the People's Republic of China and the United National Development Programme, signed by the parties on June 29, 1979. The reference to "Implementing Partner (s)" shall mean "Executing Agency (ies) as used in the SBAA.

The following types of revisions may be made to this project document with the duly signature of MOFCOM/CICETE Director General and the UNDP Country Director only, provided he or she is assured that the other signatories of the Project document have no objections to the proposed changes:

- a) Revisions in, or addition of, any of the annexes of the project document.
- b) Revisions which do not involve significant changes in the immediate objectives, outputs and activities of the project, but are caused by the rearrangements of inputs already agreed to or by cost increases due to inflation.
- c) Mandatory annual revisions that rephrase the delivery of agreed inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

The Project will be subject to audit according to UNDP rules and regulations and China's audit laws.

Risk Log

ID	Type	Date Identified	Description	Comments	Status	Owner
1	Physical /environmental	Program Formulation	Aftershocks and/or other natural disasters that affect the implementation of programs in the field.	In consultation with implementing partners in preparation and operation of preparedness and response plan, integrated into the reconstruction planning.	To be factored into project implementation	UNDP
2	Institutional	Program Formulation	Limited capacity of UNDP and implementing partners hinders speed of recovery and reconstruction efforts.	Need to augment the internal capacity of the UNDP by setting up a strong Early Recovery and Disaster Management Unit and establishing a roster of experts / consultants	To be factored into program formulation.	UNDP
3	Political /External	Program Formulation	Restrictions placed by the Government in the implementation of programs	Use of current program implementation modalities through partnership with national counterparts focusing on the poorest villages would address these issues	To be factored into program formulation and monitored via regular meetings.	UNDP
4	Financial	Program Formulation	Underutilization of funds due to non availability / restrictions on local partners / agencies	Project will rely alternately on a pool of international, national, and local partners / agencies for implementing all the components	To be factored into project implementation	UNDP

PROJECT RESULTS AND RESOURCES FRAMEWORK

<p>Intended Outcome as Stated in the UNDP Country Results Framework: Achieving the MDGs and Reducing Human Poverty.</p> <p>Outcome Indicator as stated in the Country Programme Results and Resources Framework: UNDP Outcome 7.5: Capacity to analyze and manage risks at the national and selected communities strengthened.</p> <p>Programme Coordinating Partner: MOFCOM.</p> <p>Sub-project partners will include: 1) Government authorities for sectoral-specific components (LGOP, MOCA, MOHURD, MOST, MEP, local government, etc). 2) UN organizations and specialized agencies; 3) Mass organization, NGOs and CBOs.</p> <p>Project Title: Umbrella Program to Support Post-Wenchuan Earthquake Early Recovery and Disaster Risk Management in China</p>		
Outputs	Sub outputs	Indicative activities
<p>OUTCOME 1. CAPACITIES OF NATIONAL AND LOCAL STAKEHOLDERS IN COORDINATING, PLANNING, MANAGING AND MONITORING OF RECOVERY STRENGTHENED.</p>		
<p>1.1 Strategic support for improving post-disaster recovery process through strengthening multi-sectoral coordination and enhancing international cooperation.</p>	<p>1.1.1 Technical inputs to policy research and analysis, strengthening of national coordination mechanism for post-disaster multi-sectoral response and recovery.</p> <p>1.1.2 To develop awareness and build knowledge in post-disaster recovery management through information exchange and international cooperation.</p>	<ul style="list-style-type: none"> • Conduct research on DRM-integrated development policy and process • Organize national stakeholders consultation meetings on building partnership on recovery • Applied research on management of people-centred reconstruction programmes • Technical workshop on appropriate strategy, technology, methodology and mechanisms for recovery of specific sectors, i.e. shelter, livelihoods, etc. <ul style="list-style-type: none"> • Organize learning events, cross-sectoral briefings and information sharing activities • Support regional/international exchange of knowledge, best practices • Encourage documentation of lessons learned, knowledge collection and dissemination as well as advocacy.

<p>1.2 National and local capacities of planning, programming, managing and monitoring of recovery enhanced.</p>	<p>1.2.1 Strengthening coordination and management competencies and skills for recovery at national and local level.</p>	<ul style="list-style-type: none"> • Targeted training programs on various aspects of recovery management – coordination, information management, assessments, monitoring recovery assistance, project management • Provision of appropriate tools and methodologies for coordination, management and planning information management and monitoring the recovery process. • Support for local-level exchange of knowledge, best practices, documentation of lessons learned, advocacy
	<p>1.2.2 Strengthening the enabling environment at various levels for participatory planning, management and monitoring of recovery activity through empowerment of communities and CBOs.</p>	<ul style="list-style-type: none"> • Support consultative processes at national and local levels involving civil society and private sector. • Train in field project management - coordination, information management, assessments, monitoring recovery assistance, project management • Form/revitalize and mobilize community groups to implement recovery initiatives • Form and train community selected members on various aspects of recovery – health, education, environment, crops, soils and livestock. • Train local resource persons, service providers and extension workers to delivery recovery support and provide technical advice
<p>1.3 Capacities of national and local authorities for disaster risk management and mainstreaming of disaster risk reduction into community-based recovery planning enhanced.</p>	<p>1.3.1 Capacities of national and local authorities for disaster risk management enhanced.</p>	<ul style="list-style-type: none"> • Conduct Hazard, Vulnerability and Capacity Mapping (HVCA) • Formation of Disaster Management Committees at various levels • Orientation of Management Committees on basic concepts of disaster preparedness, emergency response, risk assessment, action planning and their roles and responsibilities • Preparation of disaster preparedness action plans at national and local levels • Implementation of risk reduction activities
	<p>1.3.2 Community level disaster risk management and preparedness through provision of technical assistance to capacity building and knowledge sharing.</p>	<ul style="list-style-type: none"> • Community-based risk and vulnerability mapping • Community Disaster preparedness plans developed and Community Disaster Preparedness Committees established in pilot villages including specialised DMTs (search and rescue, first aid, evacuation) formed and trained. • Local level communications and early-warning protocols developed for pilot villages • Guidelines for hazard-resistant building construction prepared and disseminated for pilot villages • Guidelines for first respond to disasters developed and disseminated for pilot villages • Knowledge network established and good practices shared among all stakeholders

OUTCOME 2.COMMUNITY BASED, INTEGRATED EARLY RECOVERY PLAN FOR RESTORING LIVELIHOODS, REBUILDING HOUSING, REHABILITATING INFRASTRUCTURE WITH FOCUS ON DISASTER RISK REDUCTION AND POVERTY ALLEVIATION IMPLEMENTED (PART 3.3)

<p>2.1 Support to assessing and monitoring the needs of the recovering communities, with a particular focus on the most vulnerable such as women headed households, elderly, orphan and people with physical disabilities</p>		<ul style="list-style-type: none"> • Provide methodology and tools for integrated, cross-sectoral assessment with disaggregated data. • Provide methodology and process for assessing the impact of disasters on poverty and other social aspects; • Build up the capacity for government authorities to develop and implement monitoring plans to look at the changing needs of the recovering communities on livelihoods, environment social protections, and etc., with vulnerable groups prioritized;
<p>2.2 Support for the implementation of an integrated Early Recovery plan at community level.</p>	<p>2.2.1 Support for recovery of community based, small scale infrastructure through the promotion of income generating activity schemes</p>	<ul style="list-style-type: none"> • Rehabilitation of critical community infrastructure including water supply systems and basic access (access roads, footpaths, culverts)
	<p>2.2.2 Support for Livelihoods assistance to the most affected and vulnerable populations to rebuild and recover from the impact of the earthquake.</p>	<ul style="list-style-type: none"> • Cash for work scheme introduced into the implementation of small-scale community infrastructure reconstruction. • Cash grants and in-kind support disbursed to the most vulnerable households identified with needs for livelihood support including : <ul style="list-style-type: none"> ◦ Paddy production ◦ Livestock production (ducks, chickens, pigs, cattle, rabbit) • Existing micro finance recapitalised in pilot villages and accessed by vulnerable families • Special package of support provided to labour-scarce households – women-headed households, permanently disabled, HIV affected households, terminally ill and orphaned children --- through community based social support mechanisms • Targeted skill and professional training for those who have lost jobs in small enterprises • Operational loans and equipment loans provided for micro enterprises

	<p>2.2.3 Support for the provision of technical assistance packages for the rebuilding of housing to the most vulnerable</p>	<ul style="list-style-type: none"> • Building artisans trained in hazard resistant technologies • Basic reinforcing components and materials for rural houses provided to community groups. • Training provided to local communities in using locally available building materials to construct houses better able to resist earthquake and convert transitional shelter for longer-term use. • Fuel efficient cooking stoves based on bio, mass energy production systems provided to the most vulnerable households • Housing reconstruction/repairing kits provided to the most vulnerable households • Building Support Centres to provide information and disseminate technical knowledge established in selected townships • Technical roaming teams established to provide technical assistance and advise to support owner driven housing reconstruction programmes in selected counties
<p>2.2.4 Community-based approach to energy and environment planning based on use of renewable energy sources and local natural resource management so that the resettled communities have access to clean and improved habitable conditions.</p>	<ul style="list-style-type: none"> • Preparing technical guidelines (on site selection, preparation and management) and public awareness-raising material on waste recycling and disposal. • Provision of further guidance and advice through: one-day training workshops on implementing these guidelines in selected settlements; and <i>ad hoc</i> technical advice on field-level implementation of these guidelines. • Preparing and implementing a pilot project for appropriate management, recycling and disposal of waste from major tented communities and other temporary settlements. • Appropriate waste management and disposal techniques and equipment, which might include use of clinical waste incinerators. • Conducting a short study to identify interventions to promote the availability, affordability and use of alternative environmentally friendly building materials, • Developing and disseminating a sustainable construction manual. • Developing an incentive programme for the implementation of earthquake resistant and energy-efficient housing • Providing environmentally friendly heating and cooking equipment. • Providing rudimentary training in safety procedures for women in the use of these equipment • Monitoring the implementation and assessing feasibility to expand the project. • Fostering community initiatives in support of sustainable natural resources management and livelihoods development, including the establishment of community resources centres at pilot communities. 	

	<p>2.2.5 Restoration of irrigation system and drinking water supply system, provide technical assistance for sustainable development</p>	<ul style="list-style-type: none"> Investigate and prepare technical packages and guidelines for water-saving and ecological agriculture to lay a substantial basis for an environment-sound sustainable development; Support the community-based farmers' water issue association to supervise the on-going hydrologic projects, participate in decision-making of new projects, raise their voices in the water rights and relevant issues. Investigate and study the damaged irrigation system and drinking water supply system for repairing and reinforcement.
	<p>2.2.6 Building of community-based emergency material reservation system and fostering of disaster prevention and reduction awareness at various levels.</p>	<ul style="list-style-type: none"> Investigate, improve and design emergency materials reservation system, including location selection, daily operation mechanism and material renewal strategy etc. Review, develop and improve emergency response mechanism at municipal, county and community level, encourage and awake awareness of disaster prevention and reduction at community level with special concerns in schools and kindergartens.
<p>2.4 Support for Psycho-social and legal assistance to the vulnerable groups in needs</p>	<p>2.4.1- provision of legal assistance through existing legal aid facilities and legal assistance outreach activities</p>	<ul style="list-style-type: none"> Support policy-oriented studies on legal issues in the aftermath of major disaster, facilitating the dissemination of findings/recommendations; Compile a Manual on Legal Rights Protection, with a focus on legal rights protection of earthquake victims to be disseminated to the local communities; Provide training to the personnel engaged in providing legal aid; Arrange seminars to highlight the legal issues triggered by the earthquake, especially the protection of victims' rights. Continue support to legal aid working stations established in the affected areas during previous interventions so that they can provide legal aid to victims of the earthquake.
	<p>2.4.2- Support for the provision of Psycho social support to the most vulnerable including women, children and elderly.</p>	<ul style="list-style-type: none"> Provide legal assistance through existing legal aid facilities and legal assistance outreach activities. Set up a Counselling Program through identifying qualified agencies in providing professional counselling services. Support to the vulnerable groups such as elderly people and disabled with the provision of basic services Development of guidelines, booklets, brochures, policy papers etc.

ANNEX I

United Nations Development Programme, China

TOR - Umbrella Program to Support Post-Wenchuan Earthquake Early Recovery and Disaster Risk Management Project Steering Committee

The Project Steering Committee (PSC) is an institutionalized body to provide overall guidance and support to project implementation activities. The Government of China and the United Nations Development Programme will establish the PSC upon the signing of the project document. The PSC will meet for the first time once the Project Management Office has been established and work plans prepared for the first year of operation. The PSC will convene every three months thereafter to review progress based on the quarterly reports.

Although the Steering Committee will have decision-making power as well as an advisory function, it may not alter project objectives or output components. The Steering Committee may alter project activities and/or implementation arrangements, including arrangements for the subcontracts (ensuring due process is followed), but only if there is clear and consistent evidence against project output indicators (based on progress reports and adaptive management outputs) that the project activities are failing to deliver project outputs, or the sub-contracts are failing to meet their obligations under their Terms of Reference.

A National Programme Coordinating Office (NPCO), located in CICETE, led by MOFCOM/CICETE senior managers, supported by and in close cooperation with UNDP's Early Recovery Unit, technical advisory team, will act as Secretary to the Steering Committee and also be responsible for daily coordination with implementing partners/NPDs at program level to secure the integrity of and close communication between the umbrella's components.

Co-chaired by UNDP and MOFCOM, the membership of the PSC will be comprised of representatives from following institutions:

1. United Nations Development Programme (UNDP)
2. Ministry of Commerce (MOFCOM)
3. National Development and Reform Commission (NDRC)
4. State Council Leading Group Office of Poverty Alleviation and Development (LGOP)
5. Ministry of Civil Affairs (MOCA)
6. All-China Women's Federation (ACWF)

The responsibilities of the PSC as a whole and the individual members are to:

- Champion the overall progress of programme activities
- Provide key policy guidance and strategic direction to the programme implementation;
- Ensure necessary mainstreaming of project activities and outcomes into Government plans, policies and actions
- Annually review and assess the progress of the programme and its components;
- Annually review and approve the work plan and updated budgets of the programme and its activities;
- Provide decisions on any proposed adjustments and revisions;
- Facilitate cross-sectoral partnership building and support interaction among stakeholders;
- Continue to seek additional funding to support the outputs and activities of the Project beyond the lifespan of UNDP funding; and
- Disseminate lessons learned and encourage replication of best practices among SC members and other stakeholders.

The membership and responsibility of the PSC may subject to future adjustment, with participation of new partners and incoming resources, as appropriated by the situation.

ANNEX II

Post-earthquake Recovery and Reconstruction

List of first round of 19 Pilot Villages

September, 2008

Sichuan Province (10):

Qinghe Village of Bailong Township of Jingyang District in Deyang City
Yunti Village of Jifeng Township of Zhongjiang County in Deyang City
Guangming Village of Fuxing Township Zhongjiang County in Deyang City;
Qianlong Village of Lueping Township of Luojiang County in Deyang City
Douzuizi Village of Baichan Township of Youxian District in Mianyang City
Makou Village of Sandui Township of Lizhou District in Guangyuan City
Jinyan Village of Maming Township of Zitong County in Mianyang City
Yingfeng Village of Tashan Township of Santai County in Mianyang City
Huangxiao Village of Maliu Township of Chaotian District in Guangyuan City
Hedong Village of Nongjian Township of Wangcang County in Guangyuan City

Shaanxi Province (4):

Matiwan Village of Matiwan Township of Lueyang County in Hanzhong City
Qinjiaba Village of Xujiaping Township of Lueyang County in Hanzhong City
Luojiazu Village of Guanping Township of Ningqiang County in Hanzhong City
Anlehe Village of Anleheng Township of Ningqiang County in Hanzhong City (former name is Zizhugou Village)

Gansu Province (5):

Xiaojiaba Village of Zhongmiao Township of Wen County in Longnan City
Tangping Village of Hanlin Township of Wudu County in Longnan City
Fuba Village of Changba Township of Kang County in Longnan City
Panshan Village of Jifeng Township of Cheng County in Longnan City
Chaping Village of Tieba Township of Zhouqu County in Gannan Autonomous Prefecture.

Subject to changes by the PSC.

