



# NATIONAL DISASTER MANAGEMENT GUIDELINES

## Role of NGOs in Disaster Management



September 2010



NATIONAL DISASTER MANAGEMENT AUTHORITY  
GOVERNMENT OF INDIA



# National Disaster Management Guidelines

## Role of NGOs in Disaster Management

National Disaster Management Guidelines: Role of NGOs in Disaster Management

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National Disaster Management Guidelines: Role of NGOs in Disaster Management has been formulated under the Chairmanship of Prof. N. Vinod Chandra Menon, Hon'ble Member, NDMA in consultation with various stakeholders, national & local level NGOs and UN Agencies in the concerned subject and officials from the Ministries and Departments of Government of India and State Governments.

# National Disaster Management Guidelines

## Role of NGOs in Disaster Management



**National Disaster Management Authority  
Government of India**



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Vice Chairman  
**National Disaster Management Authority**  
Government of India

## **FOREWORD**

1. I have seen the selfless way in which the NGOs often come forward to assist the disaster victims in different parts of the country. In spite of several constraints, NGOs reach the affected people after a disaster promptly, help in the establishment of temporary relief camps, and contribute to building community resilience to face disasters. They explore innovative ideas in preparing the community and mitigating the disaster risks. NGOs are increasingly advocating cause of the marginalized and vulnerable section of the society to ensure that their rights are safeguarded before, during and after disasters.

2. These Guidelines have been prepared to facilitate greater coordination between NGOs and Government institutions during various phases of the disaster management cycle, within the framework of the Disaster Management Act 2005. I am very pleased to see that these Guidelines have explored the scope, potential and opportunities for NGOs to mainstream disaster risk reduction into their developmental activities. I hope that these Guidelines will immensely benefit the NGOs to work in collaboration and partnership with SDMAs and DDMAs to improve the efficacy of disaster management in India.

3. I have great pleasure in expressing my appreciation for the contribution by members of the Core Group, Extended Group and the participants of the National Conference and Workshops in giving final shape to these Guidelines. I appreciate the

efforts of Prof. N. Vinod Chandra Menon, Member, NDMA in guiding and coordinating the formulation of these Guidelines. I am grateful to other Members of NDMA for sharing their insights to work towards a disaster resilient India.

A handwritten signature in black ink, appearing to read "General NC Vij".

New Delhi  
24th September 2010

General NC Vij  
PVSM, UYSM, AVSM (Retd.)



Member  
**National Disaster Management Authority**  
Government of India

## ACKNOWLEDGEMENTS

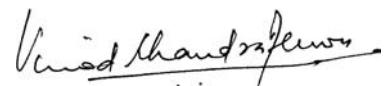
The National Disaster Management Guidelines on the Role of Non-Governmental Organisations (NGOs) in Disaster Management has been formulated by NDMA in consultation with eminent humanitarian assistance practitioners, civil society representatives and senior administrators in the country. NGOs have contributed immensely in the development of our marginalised sections and backward areas through their selfless service. They have the flexibility to respond quickly and efficiently at the local level and are often the first organized group to reach the disaster site. Professional and innovative interventions of NGOs for disaster preparedness and mitigation at community level are now an increasing trend. In the paradigm shift in disaster management from post-disaster relief to pre-disaster preparedness, mitigation and improved emergency response capacities in the country, NGOs have more competitive advantages and flexibility of operations in fields like awareness generation, community level preparedness and capacity building of communities, while the Government agencies have their core competencies in formulating rules, procedures, and regulations for structural safety, synergising institutional commitments for disaster management and mainstreaming disaster risk reduction into development projects.

Recognizing the need of the hour, a National NGO Task Force on Disaster Management was established by NDMA in 2006 and several meetings of this Task Force were held to discuss strategies for consolidating and clarifying the Role of NGOs in DM. After a National Workshop in January 2006, several Core Groups were set up by NDMA to prepare the Draft National Disaster Management Guidelines on Role of NGOs in Disaster Management. These Guidelines were reviewed by various stakeholder groups. The Guidelines were also circulated to various Ministries and

Departments of the Government of India and State Governments for their feedback. The feedback and suggestions from the stakeholders were reviewed and incorporated wherever necessary. Video conferences with the senior officials of the State Disaster Management Authorities, State Governments and Union Territories were also conducted with senior administrators to elicit their feedback and suggestions for improving the Guidelines.

I am extremely grateful to the specialists and experts of leading NGOs and UN Agencies who agreed to become the members of the Core Groups, Extended Groups and to the participants in the National Conference, National Workshop and the series of meetings held over the past four years in addressing the concerns related to the role of NGOs in Disaster Management. At NDMA, I am extremely grateful to Gen N C Vij, PVSM UYSM AVSM (Retd.), Vice Chairman, NDMA and other distinguished Members of NDMA who painstakingly went through several versions of these Guidelines and made valuable suggestions to improve the Guidelines.

I am grateful to the senior administrators from State Disaster Management Authorities, various line Ministries and Departments of Government of India and State governments for contributing to these Guidelines. I am grateful to Shri Sampurnananda Mahapatra, Senior Specialist (Earthquake and Tsunami) at NDMA, Shri K. Vijaya Kumaran, Shri Suresh K.B., Shri P.K. Datta, Ms. Jyoti, Shri Sunny Loyal, Shri M.P. Thomas Kutty, Shri Rajesh Jha and Shri Ravinder Rai in my Secretariat and other officers and staff of NDMA for their whole-hearted support in finalizing these Guidelines. Shri Sampurnananda Mahapatra's sincere contribution in the preparation of these Guidelines is specially appreciated.



New Delhi  
24th September 2010

N. Vinod Chandra Menon  
Member, NDMA

# Abbreviations

AADRR	: Alliance for Adaptation and Disaster Risk Reduction
AIDS	: Acquired Immune Deficiency Syndrome
ALNAP	: Active Learning Network for Accountability and Performance
ASHA	: Accredited Social Health Activist
ATI	: Administrative Training Institute
BIS	: Bureau of Indian Standards
BMTPC	: Buildings Materials Technology Promotion Council
BPL	: Below Poverty Line
BSF	: Border Security Force
CAPART	: Council for Advancement of People's Action and Rural Technology
CISF	: Central Industrial Security Force
CBO	: Community Based Organization
CPIE	: Child Protection in Emergencies
COVA	: Confederation of Voluntary Associations
CRF	: Calamity Relief Fund
CRPF	: Central Reserve Police Force
CRZ	: Coastal Regulation Zone
CSO	: Civil Society Organizations
CSR	: Corporate Social Responsibility
DDMA	: District Disaster Management Authority
DIF	: District Innovation Fund
DDP	: Desert Development Programme
DM	: Disaster Management
DMP	: Disaster Management Plan
DPAP	: Drought Prone Areas Programme
DRDA	: District Rural Development Agency
DRR	: Disaster Risk Reduction

EIA	: Environmental Impact Assessment
EW	: Early Warning
FFW	: Food-for-Work
GIS	: Geographic Information System
HAP	: Humanitarian Accountability Partnership
HFA	: Hyogo Framework for Action
HIV	: Human Immunodeficiency Virus
HPC	: High Powered Committee
IAG	: Inter Agency Group
IAY	: Indira Awas Yojana
ICAR	: Indian Council of Agricultural Research
ICDS	: Integrated Child Development Services
IDNDR	: International Decade for Natural Disaster Reduction
IDP	: Internally Displaced People
IEC	: Information Education and Communication
INEE	: International Network for Education in Emergencies
INGO	: International Non Governmental Organization
IRDA	: Insurance Regulatory Development Authority
ISDR	: International Strategy for Disaster Reduction
ITBP	: Indo-Tibetan Border Police
JNNURM	: Jawaharlal Nehru National Urban Renewal Mission
KMVS	: Kutch Mahila Vikas Sangathan
LIC	: Life Insurance Corporation
MDG	: Millennium Development Goals
MFI	: Micro Finance Institutions
MGNREGA	: Mahatma Gandhi National Rural Employment Guarantee Act
MIC	: Methyl Isocyanate
MoA	: Ministry of Agriculture
NCC	: National Cadet Corps

NCRC	: NGO Coordination and Resource Centre
NCRMP	: National Cyclone Risk Mitigation Project
NDMA	: National Disaster Management Authority
NDRF	: National Disaster Response Force
NEC	: National Executive Committee
NERMP	: National Earthquake Risk Mitigation Project
NFFWP	: National Food For Work Programme
NGO	: Non Government Organization
NIDM	: National Institute of Disaster Management
NPDM	: National Policy on Disaster Management
NRHM	: National Rural Health Mission
NSS	: National Service Scheme
NYKS	: Nehru Yuva Kendra Sangathan
ODMM	: Orissa Disaster Mitigation Mission
ODR	: Owner Driven Reconstruction
ORS	: Oral Rehydration Solution
OSDMA	: Orissa State Disaster Mitigation Authority
PDS	: Public Distribution System
PLWA	: People Living with HIV/AIDS
PPP	: Public Private Partnership
PRA	: Participatory Rapid Appraisal
PRI	: Panchayati Raj Institutions
PRIA	: Participatory Research in India
PRSP	: Poverty Reduction Strategy Papers
PWD	: Person with Disabilities
SBI	: State Bank of India
SCM	: Supply Chain Management
SDMA	: State Disaster Management Authority
SDRF	: State Disaster Response Force

SEC	: State Executive Committee
SHG	: Self Help Group
SOP	: Standard Operating Procedures
TFC	: Thirteenth Finance Commission
ULB	: Urban Local Body
UN	: United Nations
URS	: Unified Response Strategy
VANI	: Voluntary Action Network India
VHAI	: Voluntary Health Association of India
WATSAN	: Water and Sanitation

# Glossary of Terms

## Capacity Building

Capacity Building includes the strategies for establishing the institutions, creating the organisation and training of personnel and coordination of such training as an integrated effort for the effective management of disasters; identification of existing resources and resources to be acquired or created; and the process of acquiring or creating resources for imparting training programmes like the preparation of a training calendar, identification of target trainees, preparation of resource materials, mobilisation of trainers, funds and preparation of a delivery strategy through institutional networks.

## Cash for Work:

Cash-for-work is a short-term intervention used by humanitarian assistance organizations to provide temporary employment to the most vulnerable segments of population in public projects - such as repairing roads, clearing debris or re-building infrastructure. Its use by NGOs has become increasingly common in disaster affected areas as an interim employment generation and livelihood support option.

## Corporate Social Responsibility (CSR)

Corporate Social Responsibility (CSR), is a form of corporate self-regulation driven by larger public interests integrated into the corporate business model. Ideally, CSR policy would function as a built-in, self-regulating mechanisms whereby business entities would monitor and ensure its support to law, ethical standards, and international norms. Business entities are expected to shoulder the responsibility for the impact of their activities on the consumers, employees, communities, stakeholders and the environment. CSR-focused businesses would proactively promote the public interest by encouraging community growth and development, and voluntarily eliminating practices that harm the public. CSR is the deliberate and conscious inclusion of public interest into corporate decision-making and the design of specific measures to promote the larger public interest.

## District Disaster Management Authority (DDMA)

The DM Act, 2005 envisages the constitution of the District Disaster Management Authority (DDMA) in every district. According to Section 25 of the Act. DDMA shall consist of the Chairperson and such number of other members, not exceeding seven, as may be prescribed by the State Government, and unless the rules otherwise provide, it shall consist of the following, namely:- (a) the Collector or District Magistrate or Deputy Commissioner, as the

case may be, of the district who shall be Chairperson, ex officio; (b) the elected representative of the local authority who shall be the co-Chairperson, ex officio: Provided that in the Tribal Areas, as referred to in the Sixth Schedule to the Constitution, the Chief Executive Member of the district council of autonomous district, shall be the co-Chairperson, ex officio; (c) the Chief Executive Officer of the District Authority, ex officio; (d) the Superintendent of Police, ex officio; (e) the Chief Medical Officer of the district, ex officio; (f) not exceeding two other district level officers, to be appointed by the State Government. In any district where zilla parishad exists, the Chairperson thereof shall be the co-Chairperson of the District Authority. The State Government shall appoint an officer not below the rank of Additional Collector or Additional District Magistrate or Additional Deputy Commissioner, as the case may be, of the district to be the Chief Executive Officer of the District Authority to exercise such powers and perform such functions as may be prescribed by the State Government and such other powers and functions as may be delegated to him by the District Authority.

## Disaster

Disaster means a catastrophe, mishap, calamity or grave occurrence in any area, arising from natural or manmade causes, or by accident or negligence which results in substantial loss of life or human suffering or damage to, and destruction of, property, or damage to, or degradation of, environment, and is of such a nature or magnitude as to be beyond the coping capacity of the community of the affected area.

## Disaster Management

Disaster Management means a continuous and integrated process of planning, organising, coordinating and implementing measures which are necessary or expedient for prevention of danger or threat of any disaster; mitigation or reduction of risk of any disaster or its severity or consequences; capacity-building; preparedness to deal with any disaster; prompt response to any threatening disaster situation or disaster; assessing the severity or magnitude of effects of any disaster; evacuation, rescue and relief; rehabilitation and reconstruction.

## Food for Work

Food-for-work (FFW) programs are commonly used both for short-term relief and long-term development purposes. FFW is a strategy where disaster victims work in community rehabilitation and reconstruction projects in exchange for food.

## Gender

Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to people on a differential basis. Gender is not biologically pre-determined but refers to the economic, social and cultural attributes and opportunities associated with being male or female. Gender is also

relational; gender roles and characteristics do not exist in isolation, but are defined in relation to one another and through the demonstration or “doing” of gender in relation to others. Gender attributes and opportunities may be affirmed or challenged (or both) in disaster contexts; gender may also be imposed or inferred in disasters to the disadvantage of individuals whose gender identity is transitional or emergent.

## Hyogo Framework for Action (HFA)

The World Conference on Disaster Reduction during 18 to 22 January 2005 in Kobe, Hyogo, Japan adopted the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters. The framework adopted the five priorities for action, which are (i) to ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation; (ii) to identify, assess and monitor disaster risks and enhance early warning; (iii) to use knowledge, innovation and education to build a culture of safety and resilience at all levels; (iv) to reduce the underlying risk factors; and (v) to strengthen disaster preparedness for effective response at all levels. In their approach to disaster risk reduction, States, regional and international organizations and other actors concerned should take into consideration the key activities listed under each of these five priorities and should implement them, as appropriate, to their own circumstances and capacities.

## JNNURM

The Jawaharlal Nehru National Urban Renewal Mission (JNNURM) is a project of the Government of India (GoI) to fund cities for developing urban infrastructure and services. The cities will have to carry out mandated reforms in return. The mission will last for a period of seven years starting December 2005.

## Local Authorities

The term ‘Local Authorities’ in these Guidelines includes panchayati raj institutions, municipalities, a district board, cantonment board, town planning authority or Zilla Parishad or any other body or authority invested by law for rendering essential services or, with the control and management of civic services within a specified local area.

## Mitigation

Mitigation means measures aimed at reducing the risk, impact or effects of a disaster or threatening disaster situation.

## National Cyclone Risk Mitigation Project (NCRMP)

National Cyclone Risk Mitigation Project (NCRMP) has been launched to minimize vulnerability to cyclones and make people and infrastructure disaster resilient in harmony with the

conservation of the coastal eco-system in the cyclone hazard prone States and Union Territories of India. NDMA under the aegis of MHA will implement the Project in collaboration with Governments of Andhra Pradesh and Orissa, and the National Institute for Disaster Management in the first phase. The Project costing Rs 1496.71 crores (US \$ 308.60 million) is to be funded by the World Bank (International Development Association credit) as an Adaptable Program Loan to be scaled up to US \$ 969 million for covering the other States and UT's based on their readiness to implement the Project. The Project is proposed as a Centrally Sponsored Scheme with 75% contribution (for Component B of the Project) by the Central Government, as grant-in-aid and a matching 25% contribution by the State Governments. Other components will be funded 100% by the Central Government as grant-in-aid. Planning Commission has given in principle approval for the Project and the Project is included in the 11th five year plan.

## National Disaster Response Force (NDRF)

The DM Act, 2005 has made the statutory provisions for the constitution of the National Disaster Response Force (NDRF) for the purpose of specialized response to natural and man-made disasters. According to Section 45 of the Act, the Force has to function under the general superintendence, direction and control of the NDMA and under the command and supervision of Director General, NDRF. In lieu with the Section 44 (i) of the Act that states NDRF a specialist force, the force is gradually emerging as the most visible and vibrant multi-disciplinary, multi-skilled, high-tech force of the NDMA capable of dealing with all types of natural and man-made disasters. At present, NDRF is constituted of eight battalions, two each from the BSF, CRPF, CISF and ITBP. Each battalion has 18 self-contained specialist search and rescue teams of 45 personnel each including engineers, technicians, electricians, dog squads and medical/paramedics. The total strength of each battalion is approximately 1,149. All the eight battalions are being equipped and trained to combat all natural disasters including four battalions in combating nuclear, biological and chemical disasters. Raising of two more NDRF battalions at Patna in Bihar and Vijayawada in Andhra Pradesh has been approved by the Government and NDMA has initiated necessary actions for the same. In the event of a threatening disaster situation, proactive deployment of these forces will be carried out by NDMA in consultation with state authorities.

## National Earthquake Risk Mitigation Project (NERMP)

NDMA has initiated the National Earthquake Risk Mitigation Project (NERMP) with a view to address seismic risks in the country, enhance the preparedness of the nation to face earthquakes and reduce the loss of lives and properties caused by earthquakes. The project aims at strengthening earthquake preparedness, improving the compliance to earthquake-resistant building codes, strengthening the techno-legal regime, creating an enabling environment for institutional strengthening and Research and Development and most important of all, carrying out capacity building of engineers, architects and masons in earthquake-resistant construction techniques. NERMP also envisages carrying out the seismic strengthening and structural retrofitting of a few district hospitals in high risk districts and creating the foundation for undertaking structural

retrofitting of district hospitals in all high risk districts in India with the involvement of State Governments and district administrations. In-principle approval of the Planning Commission for implementation of above project has already been obtained.

## National Executive Committee (NEC)

In exercise of the powers conferred by sub-section (3) of section 8 of the Disaster Management Act, 2005 (53 of 2005), the Central Government has constituted a National Executive Committee (NEC) to carry out the various functions assigned to it under the said Act. NEC comprises the Union Home Secretary as the Chairperson, and the Secretaries to the GOI in the Ministries/ Departments of Agriculture, Atomic Energy, Defence, Drinking Water Supply, Environment and Forests, Finance (Expenditure), Health, Power, Rural Development, Science and Technology, Space, Telecommunications, Urban Development, Water Resources and the Chief of the Integrated Defence Staff of the Chiefs of Staff Committee as members. Secretaries in the Ministry of External Affairs, Earth Sciences, Human Resource Development, Mines, Shipping, Road Transport & Highways and Secretary, NDMA will be special invitees to the meetings of the NEC.

## National Disaster Management Authority (NDMA)

On 23 December 2005, the Government of India enacted the Disaster Management Act, which envisaged the creation of the National Disaster Management Authority (NDMA), headed by the Prime Minister, and State Disaster Management Authorities (SDMAs) headed by respective Chief Ministers, to spearhead and implement a holistic and integrated approach to Disaster Management in India. NDMA has been constituted with the Prime Minister of India as its Chairman, a Vice Chairman with the status of Cabinet Minister, and eight members with the status of Ministers of State.

NDMA as the apex body is mandated to lay down the policies, plans and guidelines for DM to ensure timely and effective response to disasters. Towards this, it has the following responsibilities:-Lay down policies on disaster management ; Approve the National Plan; Approve plans prepared by the Ministries or Departments of the Government of India in accordance with the National Plan; Lay down guidelines to be followed by the State Authorities in drawing up the State Plan; Lay down guidelines to be followed by the different Ministries or Departments of the Government of India for the Purpose of integrating the measures for prevention of disaster or the mitigation of its effects in their development plans and projects; Coordinate the enforcement and implementation of the policy and plan for DM; Recommend provision of funds for the purpose of mitigation; Provide such support to other countries affected by major disasters as may be determined by the Central Government; Take such other measures for the prevention of disaster, or the mitigation, or preparedness and capacity building for dealing with the threatening disaster situation or disaster as it may consider necessary; Lay down broad policies and guidelines for the functioning of the NIDM.

## MGNREGA

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is a legislation enacted on 25th August 2005, guaranteeing jobs to able-bodied unemployed people in villages. The scheme provides a legal guarantee for one hundred days of employment in every financial year to adult members of any rural household willing to do public work at the statutory minimum wage per day. This act was introduced with the aim of improving the purchasing power of rural people, primarily through semi or un-skilled work, whether or not they are below the poverty line. Under this Act, around one-third of the stipulated work force will be women.

## Non-Governmental Organizations (NGOs)

NGOs are organizations registered under various Indian laws such as the Societies Registration Act, 1860, Section 25(1) of Companies Act, 1956 meant for non-profit companies, or State-specific Public Charitable Trust Acts. NGOs work on a variety of areas like humanitarian assistance, sectoral development interventions and sustainable development. NGOs play important roles in different stages of the Disaster Management Cycle.

## Preparedness

Preparedness is the state of readiness to deal with a threatening disaster situation or disaster and the effects thereof.

## Person with Disabilities (PWD)

According to the Persons With Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995, "person with disability" means a person suffering from not less than forty per cent of any disability as certified by a medical authority. The Act defines disability as blindness; low vision; leprosy-cured; hearing impairment, locomotor disability; mental retardation; mental illness.

## State Disaster Management Authority (SDMA)

The DM Act, 2005 has made the statutory provisions for the constitution of the State Disaster Management Authority (SDMA) at every State for the purpose of DM. According to Section 14 of the Act, SDMA shall consist of the Chairperson and such number of other members, not exceeding nine, as may be prescribed by the State Government and, unless the rules otherwise provide, the SDMA shall consist of the following members, namely:- (a) the Chief Minister of the State, who shall be Chairperson, ex officio; (b) other members, not exceeding eight, to be nominated by the Chairperson of the State Authority; (c) the Chairperson of the State Executive Committee, ex officio. The Chairperson of the State Authority may designate one of the nominated members to be the Vice- Chairperson of the SDMA. The Chairperson of the State Executive Committee shall be the Chief Executive Officer of the State Authority, ex officio: provided that in the case of a Union Territory having Legislative Assembly, except the Union Territory of Delhi, the Chief Minister shall be the Chairperson of the Authority established under this section and in case of other Union

territories, the Lieutenant Governor or the Administrator shall be the Chairperson of that Authority: provided further that the Lieutenant Governor of the Union territory of Delhi shall be the Chairperson and the Chief Minister thereof shall be the Vice-Chairperson of the SDMA.

## Sphere Project

The Sphere Project was launched in 1997 to develop a set of minimum standards in core areas of humanitarian assistance, with the objective of developing a humanitarian charter and associated set of minimum standards in collaboration with leading NGOs, interested donor governments and UN agencies, to disseminate the results widely within the international humanitarian system and to encourage their formal adoption and practice by relief agencies and their donors. One of the major achievements of this project has been the publication of the handbook, Humanitarian Charter and Minimum Standards in Disaster Response.

## Seismic Retrofitting

Seismic retrofitting is the modification of existing structures to make them more resistant to seismic activity, ground motion, or soil failure due to earthquakes. With better understanding of seismic demand on structures and with our recent experiences with large earthquakes in major urban centres, the need of seismic retrofitting is well acknowledged. While current practices of seismic retrofitting are predominantly concerned with structural improvements to reduce the seismic hazard of using the structures, it is equally important to reduce the hazards and losses from non-structural elements. Seismic performance of structures can be greatly enhanced through proper initial design or subsequent modifications.



# Executive Summary

Volunteerism and social service has deep roots in India, since time immemorial, even though it received special significance during the freedom struggle through the Gandhian concept of Shramdaan, implying the offering of free labour for some noble cause like rural development, construction of social assets and public infrastructure and amenities, etc. In post-Independent India, the Non-Governmental Organisations (NGOs) have been providing support in critical sectors like health, education, water supply and sanitation, shelter and infrastructure, restoration of livelihoods, food security and nutrition, environment, etc. Given India's multi-hazard risk and vulnerability to natural and man-made disasters, NGOs have been playing a significant role in providing humanitarian assistance to disaster-affected people in most of the severe disasters like the Latur earthquake in 1993, Orissa super cyclone in 1999, Bhuj earthquake in 2001, Indian Ocean tsunami in 2004, Kashmir earthquake in 2005, Barmer floods in 2006, Kosi floods in 2008, cyclones Aila and Laila and the more recent cloud burst in Leh in August 2010, apart from participating in providing relief to disaster-affected communities in various other localised disasters.

In the recent past, the role of NGOs in disaster management (DM) has started changing from providing post-disaster relief to strengthening pre-disaster preparedness and mitigation through capacity building, public awareness campaigns, mock exercises, workshops and conferences, etc. NGOs have also started to collaborate with corporate entities

in Public-Private Partnership (PPP) projects and Corporate Social Responsibility (CSR) initiatives in the field of DM at State, District and Sub-district levels. Till recently, the work of NGOs in the field of DM has been mostly sporadic, reactive, responsive and driven by local level compulsions in the geographic areas where they are implementing development projects and very often they faced enormous challenges in coordinating with the government machinery and even among NGOs themselves.

In line with its mandate as envisaged in the Disaster Management Act 2005 (DM Act 2005), the National Disaster Management Authority (NDMA) felt the critical imperative to formulate National Disaster Management Guidelines on the Role of NGOs in DM to address these major gaps in the efficient and effective functioning of the DM stakeholders at the national, state, district and sub-district levels before, during and after disasters. On 20th February 2006, NDMA organised a National Conference on Community Based Disaster Risk Management at the Centaur Hotel, New Delhi to discuss the Role of NGOs in DM. At this National Conference, several Core Groups were established to discuss various aspects of Role of NGOs in various phases of DM. This was followed by several rounds of meetings of the Core groups in New Delhi and interactions with Inter Agency Groups (IAGs) in various States on the Role of NGOs in DM. A National NGO Task Force on DM was established by NDMA and several meetings of this Task Force were held to discuss the modalities of setting up State Level NGO Task Forces on DM. In several States,

State Level NGO Task Forces on DM were also set up.

The Core Groups suggested various strategies for consolidating and clarifying the Role of NGOs in DM. The Draft National Disaster Management Guidelines on Role of NGOs in Disaster Management, hereinafter called Guidelines, was prepared and reviewed by various stakeholder groups. These were discussed in NDMA meetings and were reviewed by members of the Extended Group of Experts. The Guidelines were also circulated to various Ministries and Departments of the Government of India and State Governments for their feedback. The feedback and suggestions from the stakeholders were reviewed and incorporated wherever necessary. A series of video conferences were also conducted with senior administrators to elicit their feedback and suggestions for improving the Guidelines.

The Guidelines consist of 7 chapters, including the Concluding Chapter on Summary of Action Points. Chapter I provides a comprehensive Overview on the need for formulating these Guidelines on the Role of NGOs in DM. The 2nd

Chapter discusses the roles of NGOs in Disaster Preparedness. Chapter 3 describes the Role of NGOs in Disaster Mitigation, while Chapter 4 provides a comprehensive overview of the Role of NGOs in Disaster Response. Chapter 5 discusses the Institutional Mechanisms for improving the effectiveness of DM, especially through more effective coordination between NGOs and the Government at the national, state and district level. The most significant action points outlined in this Chapter include the modalities for establishing the National NGO Task Force on DM, the State Level NGO Task Forces or Inter Agency Groups on DM and the District level NGO Task Forces or IAGs on DM. Chapter 6 provides an overview of mainstreaming Disaster Risk Reduction (DRR) in Development and spells out certain illustrations to explain this process.

Annexure I provides a brief description of the Project Cycle Management Planning as a Tool for Mainstreaming DRR and outlines the key elements for Monitoring and Evaluation in DRR projects. The Guidelines also provide the list of Members of the Core Group, Extended Group of Experts and the Participants in the NDMA National Conference who have contributed their insights in formulating these Guidelines.

# 1

# Overview

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## 1.1 India's Disaster Risk and Vulnerability

1.1.1 India's topography, geo-climatic conditions as well as the prevalence of socio-economic vulnerability among the marginalised and weaker sections of the population make it one of the most disaster prone countries in the world. About 40 million hectares of land in India is identified as flood-prone and on an average 18.6 million hectares of land gets flooded annually. More than half of India's total area of 3.28 million square kilometres falls in moderate to high seismic risk zones, with the Himalayas, the Rann of Kutch, the Assam-Meghalaya Region and the Andaman and Nicobar Islands being the most active regions falling in zone V, signifying very high damage risk. Of the nearly 7,500 km long coastline, approximately 5,700 km is prone to cyclones arising from the Bay of Bengal and the Arabian Sea. Cyclonic storms and storm surges during high tides in the fragile coastal areas every year threaten the lives, property and livelihoods of the coastal poor. The hilly regions of India are susceptible to forest fires, landslides and snow avalanche hazards. The emerging concerns of climate change pose serious challenges, impacting the lives and livelihoods of millions of people in the coastal areas and the mountainous regions. The most vulnerable to landslides are the Himalayan Mountains followed by the North-Eastern hill ranges.

1.1.2 The impact of over a million kutcha houses getting destroyed annually due to floods and other disasters and large tracts of agricultural land getting silted during floods, results in widespread malnutrition, homelessness, disruption of education, and erosion of livelihoods, mostly felt by the poor. The growing vulnerability of populations affected by both intensive and extensive events leads to the exclusion of a large number of people from the benefits of the expanding market economy. The increasing concentration of people in large and medium cities has not been matched with the growth in the supply of housing and civic amenities. The high demand for land has led to the use of marginal land such as floodplains, unstable slopes and reclaimed land which are prone to natural hazards for building houses. People living in unplanned and unregulated settlements are particularly exposed to floods, which are compounded in urban areas by the obstruction of natural drainage and blockage of storm water drainage. The taming of rivers by construction of embankments has also had its adverse impacts. The trends and patterns of climate-induced hazards are of late presenting more extreme events not only in known hazard prone areas, but also in new areas, such as Barmer in Rajasthan that experienced unprecedented floods in 2006. Climate change will increasingly contribute to the vulnerability of over millions of people living in rural areas of India who are directly dependent on climate-

sensitive sectors such as agriculture, forests and fisheries, and on natural resources such as water, mangroves, minor forest produce and grasslands for their subsistence and livelihoods.

**1.1.3** Major disasters that struck the country in the recent decades include the Latur Earthquake in Maharashtra in 1993, Chamoli Earthquake in Uttarakhand in 1999, Super Cyclone in Orissa in 1999, Bhuj Earthquake in Gujarat in 2001, Indian Ocean Tsunami in 2004, Kashmir Earthquake in 2005, Barmer Floods in Rajasthan in 2006, Kosi Floods in Bihar in 2008, Cyclone Aila in West Bengal in 2009, the Cyclone Laila in Andhra Pradesh and more recently the devastating cloudburst in Leh in August 2010. There have been many other disasters in the past two decades that have had lesser yet devastating impacts.

**1.1.4** The coordination of Non-Governmental Organisations (NGOs) among themselves and with government agencies has been improving over the years and NGOs have made significant contributions in most of the recent disasters. The NGOs that responded to the Orissa Super cyclone of 1999 came together under the banner of the Orissa Disaster Mitigation Mission (ODMM) for coordination purposes. After the Gujarat Earthquake of 2001, a network of NGOs under the banner of Kutch Nav Nirman Abhiyan, popularly called "Abhiyan", helped to establish a network of information kiosks called SETUs for two way information exchange between communities and the Government in the earthquake-affected areas. After the Indian Ocean Tsunami in December 2004, in Nagapattinam in Tamil Nadu, more than 500 NGOs responding to the Tsunami came together as the NGO Coordination and Resource Centre (NCRC) to

collect, collate, and share information. In Bihar during Kosi Floods, Sphere India supported the setting up of the inter-agency working groups at the state and district levels. Besides the formal arrangements, informal community based systems also exist in many areas, such as the civil society flood early warning systems that operate through community groups in the villages covering the flood-prone areas from upstream Assam to even the downstream villages in Bangladesh. Most of these have been isolated experiences of synergetic partnership between civil society organisations with government institutions, facilitated to a large extent by the senior administrators at the field level.

**1.1.5** The experiences of civil society actors in many immediate post-disaster situations, facing serious operational constraints in extending their services to the disaster-affected communities, makes it imperative to search for appropriate institutional mechanisms for efficient coordination between multiple stakeholders before, during and after disasters, especially in disaster-prone areas which face recurring disasters. In India, the leadership and facilitation of such coordination arrangements for improving the effectiveness of disaster management (DM) at the national, state and district levels will have to be vested with the institutional mechanisms created as a part of the Disaster Management Act 2005 (DM Act 2005).

## 1.2 Institutional and Legal Framework

**1.2.1** After the Indian Ocean Tsunami of 26th December 2004, the national leadership in India pioneered the mainstreaming of disaster

management in development planning by envisioning a paradigm shift by moving away from a reactive post-disaster relief-centric approach to a more proactive approach of strengthening pre-disaster preparedness, mitigation and emergency response capabilities in the country. The Govt enacted DM Act 2005, a law on disaster management (Act 53 of 2005 on 23rd December, 2005) to provide the statutory legitimacy for the required institutional mechanisms at the national, state and district levels for drawing up and monitoring the implementation of disaster management plans, ensuring measures by the arms of the Government for prevention and mitigating effects of disasters and for undertaking a holistic, coordinated and prompt response to any disaster situation. The National Disaster Management Authority (NDMA) was established as the apex body for DM in India, under the Chairmanship of the Hon'ble Prime Minister; the State Disaster Management Authorities (SDMAs) were established under the chairmanship of the respective Chief Ministers; and the District Disaster Management Authorities (DDMAs) were established under the Chairmanship of the District Collectors, Deputy Commissioners or District Magistrates respectively and were co-chaired by the elected representative of the respective District. In order to ensure a holistic approach involving the concerned ministries and/or departments, mainstreaming of disaster management into their plans as well as drawing up of department wise plans for disaster management has been made mandatory.

**1.2.2** The DM Act 2005 recognises that sometimes the development patterns that do not recognise disaster risk and vulnerability in the specific geographic areas may induce disasters. The proactive approach in the DM Act 2005 to

address disaster risk and vulnerability through pre-disaster preparedness and mitigation activities also envisions accountability and multi-stakeholder participation, including coordination of the activities of the NGOs at various levels. Sections 38(2)(a), 22(2)(j) and 30(2)(xix) of the Act mandate every State Government, SEC of SDMA and DDMA respectively for collaboration with stakeholder agencies including NGOs for the purpose of improving the effectiveness of DM. Similarly the Act mandates NGOs to act in an equitable and non-discriminatory manner for the purpose of assisting or protecting the disaster-affected communities or for providing relief to the affected communities or while dealing with any effects of threatening disaster situations and has fixed the responsibility to monitor this on SEC and DDMAs of the State vide sections 24(j) and 34(l) respectively. The above provisions ensure that the concerned DM interventions being addressed are supported and facilitated by the civil society organisations working at the grass roots and also takes care of the ground realities.

**1.2.3** The new institutional framework for DM envisages policy formulation and preparation of Guidelines and Plans by NDMA at the national level and implementation of the same through state, district and sub-district level government departments and agencies. The DM Act, 2005 provides for the specific roles for Local Bodies in DM including Panchayati Raj Institutions (PRIs) as well as Urban Local Bodies (ULBs) such as Municipalities and Municipal Councils.

**1.2.4** As per the DM Act 2005, the Central Government provides the overall coordination of emergency response in disaster situations, in close cooperation with NDMA; emergency response has been made the responsibility of the National Disaster Response Force (NDRF);

and Training and Capacity Building is the responsibility of the NIDM, with the support of the Centres for Disaster Management at the ATIs.

1.2.5 The primary responsibility for DM rests with the States. The institutional mechanisms put in place at the Centre, State and District levels will help the states to manage disasters in an effective manner. Traditionally the DM activities at the state levels were handled by the Department of Relief and Rehabilitation. In most of the states, this department has been renamed as the Department of Disaster Management. These Departments play a very active supportive role to State Disaster Management Authorities (SDMAs).

1.2.6 The institutional structure outlined in the DM Act 2005 and the National Policy on Disaster Management (NPDM) essentially promotes the new holistic and proactive approach to DM without disturbing the other mechanisms that existed in the country. The NPDM, prepared by NDMA and approved by the Cabinet in October 2009, was released by the Prime Minister of India on 10th January, 2010 at the NDMA meeting. The NPDM enunciates the national vision of a safer and disaster resilient India where the process of holistic and integrated disaster management will hinge on the community, with momentum and sustenance through the collective efforts of all government agencies and NGOs. The Policy also enunciates community based DRR through participation of civil society stakeholders, to be co-ordinated by the SDMAs and DDMAs. The States continue to have the primary responsibility for DM with the District Collector, Deputy Commissioner or District Magistrate as the case may be, acting as the real disaster manager on ground. The Act and the Policy emphasize the accountability factor for different actors.

1.2.7 The NPDM clearly lays down the roles and responsibilities of stakeholders in disaster preparedness, mitigation, disaster risk reduction and response. It also encourages the NGOs to work for awareness generation, empowerment and training of communities for disaster risk reduction. The Policy also seeks the involvement and contribution of NGOs for owner-driven reconstruction (ODR) in post-disaster situations. The role of NGOs, CBOs and other stakeholders has been recognized as potential partners in the NPDM.

1.2.8 As stated earlier, the most important development in DM in India in recent times is the enactment of the DM Act 2005 that has established requisite institutional mechanisms for drawing up and monitoring the implementation of disaster management plans at the National, State and District levels. Sections 35 and 38 specifically emphasise the coordination of actions with NGOs. The NPDM also states the national vision for community mobilisation and participation in DM and aims to provide momentum and sustenance through the collective efforts of all government agencies and NGOs. There is emphasis on community-based disaster management, including last mile integration of the policy, plans and execution and early warning dissemination. Promoting a productive partnership with NGOs is a prominent thrust area in the NPDM.

1.2.9 NDMA has the responsibility for laying down policies, plans and guidelines for DM at the national level, while the SDMAs will lay down policies and plans for disaster management in the State. SDMAs will, *inter alia*, approve the respective State Plans in accordance with the guidelines laid down by NDMA, coordinate the implementation of the respective State Plans, recommend provision of funds for

mitigation and preparedness measures and review the developmental plans of the different departments of the State to ensure integration of prevention, preparedness and mitigation measures. The DDMAs will act as the planning, coordinating and implementing bodies for DM at the District level and will take all necessary measures for the purposes of DM in accordance with the Guidelines laid down by NDMA and the respective SDMAs.

1.2.10 Local authorities including PRIs, ULBs, District and Cantonment Boards and Town Planning Authorities will ensure capacity building of their officers and employees for managing disasters, carrying out relief, rehabilitation and reconstruction activities in the affected areas and will prepare disaster management plans (DMPs) in consonance with the Guidelines of the NDMA, SDMAs and DDMAs.

1.2.11 The National Executive Committee (NEC) has the Union Home Secretary as the Chairperson, and the Secretaries to the GoI in the concerned Ministries/Departments as members. NEC is the executive committee of NDMA, and is mandated to assist the NDMA in the discharge of its functions and also ensure compliance of the directions issued by the Central Government. NEC will monitor the implementation of Guidelines issued by NDMA. The State Governments have constituted the State Executive Committees (SECs) to assist the SDMAs in the performance of their functions. The Chief Secretaries to the State Governments will head the respective SEC and coordinate and monitor the implementation of the National Policy, the National Plan and the respective State Plans. The SECs will also provide information to NDMA relating to different aspects of DM in the respective States.

1.2.12 NIDM, in partnership with other research institutions, is responsible for capacity development, along with training, research, documentation and development of a national level information base. It will network with other knowledge-based institutions and function within the broad policies and Guidelines laid down by NDMA. It will also organize the training of trainers, DM officials, community representatives, NGOs and other stakeholders.

1.2.13 The DM Act 2005 has mandated the constitution of the NDRF to respond effectively to a threatening disaster situation or a disaster. The NDRF is a multi-disciplinary, multi-skilled, high-tech force for responding to all types of disasters and are capable of insertion by air, sea and land. Presently NDRF has eight battalions drawn from the BSF, CRPF, CISF and ITBP and two more battalions to be deployed in Bihar and Andhra Pradesh have been approved by the Cabinet. The NDRF battalions are located at different locations in the country based on the vulnerability profile in such a way that they will be able to be deployed to any disaster affected areas with minimum response time. The NDRF units will impart training programmes for community capacity building in improving disaster preparedness and for strengthening public awareness on disaster risk and vulnerability. NDRF will also impart basic training to the State Disaster Response Forces (SDRFs) in their respective locations. It is also proposed to set up a National Disaster Response Academy at Nagpur for the NDRF and other first response agencies to provide training for trainers and to meet other national and international commitments.

## 1.3 NGO Scenario

1.3.1 NGOs are organisations that are non-profit making, voluntary and independent of government, engaged in activities concerning various societal and developmental issues. The NGO sector has always been very vibrant in India, and is based on the concept of volunteerism and care for the fellow citizens. Many organisations also undertake DM activities, as a core area of ongoing work in the case of some agencies while some others participate only in post-disaster response when the communities they work with face sudden emergencies. A very large number of NGOs, both international and national, have significantly large field presence that often extend across a number of states. They are well organised in terms of operations, administration and finances. Their work is complemented by local and community based organisations, which are more spontaneous and informal in nature, and work at the grassroot levels often from within communities.

1.3.2 Several NGOs have access to significant resources in the form of money, material, equipment, human resources, knowledge and skills to deal with disaster related situations through various community-centric processes and approaches. Many have very systematic and time-tested arrangements for accessing international humanitarian resource. Many of these humanitarian players have significant sectoral competencies with proven track records and demonstrated results by virtue of their work in various parts of India and also in other countries. NGOs work in the sectors of women and child care, health, education, livelihood promotion, water and sanitation, shelter and habitat promotion, advocacy and various other aspects of disaster preparedness, mitigation and response. NGOs play a significant

role in slow onset disasters such as droughts, through work that is developmental and at the same time reduces risk as well as responding to the relief needs.

1.3.3 The strong field presence of many NGOs at the national, state, district and sub-district levels, even extending to remote settlements in far flung areas indicate the high credibility and acceptability that they enjoy with local communities. The strong contact with local community groups like Self Help Groups (SHGs), farmers groups, youth groups, womens' groups, village health committees, watershed committees, etc. and their participation in the local level implementation of government's flagship programmes and their innovative approaches in employment generation, income generation, poverty alleviation and natural resource regeneration and climate change adaptation/mitigation projects make them ideal partners in mainstreaming disaster risk reduction (DRR) in development plans at various levels.

1.3.4 NGOs not only work on their own but also work in partnership with other national and international organisations, UN agencies, community based organisations, local governments, self help groups and government bodies. Over the years NGOs have also come together through networks, coalitions and alliances so as to offer value added humanitarian services, notable examples being Voluntary Health Association of India (VHAI), Voluntary Action Network India (VANI), Sphere India, Alliance for Adaptation and Disaster Risk Reduction (AADRR), and Confederation of Voluntary Associations (COVA).

1.3.5 The Red Cross and its affiliates generally termed as non-government humanitarian agencies, though not falling strictly under the category of

NGOs, are very significant humanitarian players in the disaster management arena in the country. The Red Cross has country wide presence with national headquarters in Delhi, State headquarters in the state capitals and field offices in most districts of the country.

**1.3.6** The NGOs, CBOs, corporate sector entities and faith-based organisations who have extended humanitarian relief assistance to disaster-affected communities in some of the most devastating disasters in India in the past have been able to reach the remote settlements and provide their assistance to people who were not reached earlier by routine channels of provision of relief to the disaster affected people. Many of these organisations have demonstrated profound sensitivity to the needs of excluded and marginalised sections, especially the elderly and the differently abled and have advocated for the need to recognise the needs of disadvantaged groups.

**1.3.7** Both NGOs and the Red Cross work by engaging volunteers and paid humanitarian professional staff. The international humanitarian organisations, UN Agencies and the international affiliates of the Red Cross have contributed significantly in the development of a large pool of skilled human resource in the country that are readily deployed in any disaster situation. Government agencies have often made use of this resource.

**1.3.8** There is a large scope for improving the engagement of NGOs in DM and on efficiently utilising their unique advantages and core competencies by strengthening humanitarian coalitions, alliances and NGO networks. There is also need to strengthen public awareness, capacity building and knowledge management. Institutional mechanisms for the advocacy and engagement of NGOs

with government agencies on DM concerns requires to be strengthened. Replication and scaling up of community level good practices has to be promoted. Humanitarian advocacy needs to be carried out for public policy/system reform, awareness on entitlement and grievance redressal. There is need to promote quality, accountability and do no harm principles and standards. Promotion of the principle of collaborative, consultative and unified action to complement and supplement government action in DM is of critical importance. The sector also needs to work concertedly for promoting community participation, good governance, accountability and transparency.

**1.3.9** During the period 2002 to 2007, in collaboration with MHA, GoI, a Disaster Risk Management (DRM) Project was implemented by UNDP in 176 districts in 21 states of the country. As a part of this project, training programmes and mock exercises were conducted at the national, state, district and sub-district levels, DM Plans were prepared at the district, block and village levels, task forces were set up at the village and gram panchayat levels and DM Committees were established at the district level. Based on the lessons learnt from the DRM Project, UNDP has drawn up a DRR project, in collaboration with NDMA, MoUD and MHA, GoI for strengthening the institutional mechanisms for DM at the state and district levels and for addressing Urban Disaster Risk in the megacities and large cities.

- The electronic and print media play a very significant role in creating awareness and in disseminating information to the general public on DM related issues. They often also act as watchdogs to ensure that the larger public interest is safeguarded.

- Private sector engagement in post-disaster situations, especially in distributing relief assistance to disaster-affected communities as a part of their Corporate Sector Responsibility (CSR), needs to be augmented with special emphasis on strengthening pre-disaster preparedness and mitigation in disaster-prone areas with the help of local NGOs. The Bhopal Methyl Isocyanate (MIC) gas leak highlights the need to prepare Off Site DM Plans in industrial units that deal with hazardous chemicals.

## 1.4 Challenges and Opportunities

1.4.1 Key challenges and opportunities in disaster management need to be identified and steps taken for building synergy among Government and Non-Governmental Organisations (GO-NGO).

- NGOs can play a very important role in mobilising communities and in linking ULBs with corporate sector entities for initiating DRR related activities.
- The strong linkages which NGOs have with grassroot communities can be effectively harnessed for creating greater public awareness on disaster risk and vulnerability, initiating appropriate strategies for strengthening the capacity of stakeholder groups to improve disaster preparedness, mitigation and improving the emergency response capacities of the stakeholders.
- In addressing the emerging concerns of climate change adaptation and

mitigation, NGOs can play a very significant role in working with local communities and introducing innovative approaches based on the good practices followed in other countries.

- NGOs can bring in the financial resources from bilateral and multilateral donors for implementing pragmatic and innovative approaches to deal with disaster risk and vulnerability, by effectively integrating and converging the various government programmes, schemes and projects to create the required synergy in transforming the lives of at-risk communities.

1.4.2 Some of the challenges encountered while responding to disasters are the following:

- **Weak Coordination:** Inadequate coordination among Government officials and Civil Society humanitarian personnel results in weak response and suboptimal performance, as well as differences in the quality of inputs provided by different NGOs.
- **Brief time-spans for relief interventions:** Many NGOs provide relief in the first 15 to 60 days, shut down the operations and move away without any linkage to long term rehabilitation and recovery of the disaster-affected communities.
- **Neglect of remote and inaccessible disaster-affected areas:** Inadequate physical access to the affected communities and officials hampers assessments, information coordination,

convergence and sustained operations.

- **Tendency to rush to the epicentre of disasters:** While the epicentres require special attention, it is also equally important to ensure that the peripheral areas impacted by disasters are not neglected or ignored while formulating intervention strategies.
- **Inadequate adherence to humanitarian standards and good practices:** In general, there is a growing realization that global instruments setting minimum standards in disaster response have not been contextualized to India.
- **Inadequate transparency and accountability to donors and disaster-affected communities:** The process of disaster relief is sometimes seen as a charitable humanitarian activity which does not require the practice of transparency and accountability towards donors and disaster-affected communities.
- **Neglect of Rural-Urban Diversity and Primacy of Attention to Rural Areas:** The humanitarian assistance is still primarily targeted towards rural areas and the diverse needs of vulnerable urban poor are often not addressed adequately.
- **Lack of clear exit strategy during transition:** Most often, the scope and timeline of the response is not defined. When an NGO withdraws from the area, the communities are left to fend for themselves.

- **Advocacy Role of NGOs – “Do No Harm Approach”:** Developmental projects, if not formulated with a comprehension of disaster risk and vulnerability profiles at the local levels, can increase disaster risk and vulnerability of people, assets, environment and their livelihoods.

1.4.3 At the same time there are numerous opportunities that are provided by the NGOs, as given below, which need to be optimally utilised.

- **Setting up a Functional GO-NGO Coordination Platform during non-emergency times** will ensure that appropriate coordination happens during response operations and development interventions.
- **GO-NGO institutional arrangements** need to be made in order to collaborate in developing the road-map for short, medium and long term operational strategies and plans.
- **Common accessibility to disaster affected areas** can become a reality if GO-NGOs engage with local bodies, district and state level disaster management focal points right from developing DM planning and operational strategies.
- **Focus on the most vulnerable** needs to be the approach for responding to disasters as well as reducing disaster risks. Updated information should be maintained to support this.
- **Setting and Committing to Minimum standards by GO-NGO:** Ready and user-friendly instruments for humanitarian standards need to

be adopted and contextualized as a collective initiative, along with transparency and accountability principles to be institutionalized at all levels.

- Institutionalizing Knowledge Creation and Management:** Consolidation of institutional learning processes and creation of a public domain knowledge bank as well as educational programmes will support long term improvements in capacities.

## 1.5 Action Points

No.	Issues	Action points
1.	Geographic spread of NGOs	Develop a database of NGOs at all levels working on disaster management focusing on geographic outreach and thematic capacities of the organisations (Action: DDMAs with the help of NGOs)
2.	Volume of support provided by NGOs	Compile statistics on quantum of support provided by NGOs at all levels, both international and national (Action: NDMA, SDMAs and DDMAs)
3.	Institutional mechanisms	Establish meaningful engagement with concerned government bodies such as Planning Commission, Finance Commission, NDMA, nodal ministries, state level bodies, district level bodies, local level bodies and other stakeholders. (Action: National, State and District NGO Task Forces in DM)
4.	Coordination	Establishing inter agency mechanisms for coordination and networking activities (information and knowledge management, training and capacity building, collaborative advocacy, quality and accountability) at all levels (Action: NDMA, SDMAs and DDMAs)
5.	Accessibility	Establish protocols for cooperation and ensure access to the affected areas with support from government agencies at respective levels like NDRF and SDRF that have good logistics base to reach inaccessible areas (Action: NDMA, SDMAs and DDMAs)
6.	Hazard and vulnerability based planning	Conduct community centric hazard and vulnerability analysis at all levels, and develop disaster management plans in accordance (Action: NDMA, SDMAs and DDMAs)
7.	Community participation	Ensure community participation in assessment, planning, implementation and monitoring of activities at all levels (Action: NDMA, SDMAs and DDMAs)

8.	Mainstreaming of Disability Issues in DM	Support the most vulnerable groups through mitigation activities as well as disaster preparedness and response, with a particular focus on the special needs of the Persons with Disabilities (PWDs). (Action: NDMA, SDMAs and DDMAs)
9.	Gender Mainstreaming	Make women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programs such that inequalities between men and women are not perpetuated through the routine operations of DM. (Action: NDMA, SDMAs and DDMAs)
10.	Focus on most vulnerable rather than only on epicentre	National level: Advocate with all actors to reach out to gap areas  State level: Coordinate among actors to identify gap areas  District and Local level: Ensure targeting with equity and outreach to all excluded areas (Action: National, State and District NGO Task Forces in DM)
11.	Rural-urban diversity	Develop the capacities of NGOs or specialised civil society agencies at all levels to manage urban as well as rural disasters and accordingly make investments (Action: NDMA, SDMAs and DDMAs)
12.	Adherence to standards	National level: Develop minimum standards for India  State level: Develop minimum standards for the state  District and Local level: Develop capacities for adherence to minimum standards through collective and coordinated efforts of all stakeholders (Action: NDMA, SDMAs and DDMAs)
13.	Transparency and accountability	Develop an agreed framework of accountability for all levels and mechanisms to bring in transparency (Action: NDMA, SDMAs and DDMAs)
14.	Do No Harm	Advocacy at all levels on Do No Harm through disaster response and development interventions (Action: National, State and District NGO Task Forces in DM)
15.	Exit strategy	Ensure that the NGO programmes have an exit strategy to link with long term recovery/rehab/development programs of other NGOs or the government (Action: National, State and District NGO Task Forces in DM)



# 2

# Role of NGOs in Disaster Preparedness

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The NGOs play an important role in different phases of disaster management and risk reduction, but very often the efforts of the NGOs do not succeed in achieving desired results due to lack of effective coordination with other stakeholder groups, especially government machinery, and among the NGOs themselves. In the absence of proper Guidelines on the role of NGOs in DM, the huge capacity of NGOs, CSOs and faith-based organisations available in India is not being optimally utilised. The ad hoc systems of NGO operations also raise certain concerns. We need to bridge the gaps in implementation of disaster management framework, to institutionalize the role of NGOs in disaster management and to strengthen the quality and accountability of NGOs in India.

The provisions of the DM Act 2005, desire the National DM Plan be developed, reviewed and updated annually. The Plan shall include the measures to be taken for preparedness and capacity building. The Hyogo Framework for Action (HFA) 2005 – 2015 adopted by over 168 governments across the world including India specifies five priorities for action in the holistic framework for reducing disaster risks. The High Powered Committee (HPC) on DM Plans set up by the GoI in 1999 carried out a nation-wide consultation process with over 600 NGOs to address the issue of coordination between

the governmental machinery and the NGO sector and also among the NGOs themselves at the national, state and district levels. HPC recommended a nationwide network of NGOs for coordinated action encompassing all aspects of disaster management. The DM Act, 2005 provided the legislative back-up to this endeavour by entrusting the SECs with the responsibility to advise, assist, facilitate and coordinate the activities of NGOs engaged in DM.

## 2.1 Roles and Responsibilities

2.1.1 The DM Act 2005 defines the roles and responsibilities of different stakeholders and recognises the prime responsibility of the state to strengthen disaster preparedness. NGOs can assist in identifying the basic needs of people affected by disasters and ensure that these are met. The communities have to be centre-staged at the core of DRR and improved disaster preparedness processes.

2.1.2 The role of the humanitarian agencies and NGOs is to complement the government effort in reaching out to the communities to be better prepared for responding to disasters. Within their own capacities and mandates, NGOs perform these roles in the interest of vulnerable communities as per the basic principles of the Humanitarian Charter, the Code

of Conduct for the International Federation of Red Cross and Red Crescent Movement and NGOs in Disaster Relief and other laws and regulations as applicable.

- The good practices of international, national and local NGOs provide the opportunity to replicate and upscale such good practices and explore the possibility of interfacing with government's flagship programmes and schemes.
- The potential of utilising existing organisational networks like SHGs, youth groups, farmers groups, village health committees, village education committees, etc for creating greater public awareness on strengthening disaster preparedness at the local levels can be explored by NGOs very effectively.
- The NGOs can contribute immensely as facilitators to introduce the thematic expertise and good practices as well as results of action research, policy interventions and knowledge management in the implementation of government programmes through large social mobilisation exercises.

developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions." The preparedness actions are carried out within the context of disaster risk management and aims to build the capacities needed to efficiently manage all types of emergencies and achieve orderly transitions from response to sustained recovery.

#### **2.2.2 Key components of Disaster Preparedness Framework:**

- Strengthen policy, technical and institutional capacities in regional, national and local disaster management, including those related to technology, training, and human and material resources.
- Promote and support dialogue, exchange of information and coordination with the aim of fostering a holistic approach towards disaster risk reduction.
- Strengthen and when necessary develop coordinated regional approaches, prepare or review and periodically update disaster preparedness plans and policies at all levels, with a particular focus on the most vulnerable areas and groups. Promote regular disaster preparedness exercises, with a view to ensuring rapid and effective disaster response.
- Promote the establishment of emergency funds, where and as appropriate, to support preparedness measures.

## **2.2 Disaster Preparedness Framework**

**2.2.1** The DM Act 2005 defines disaster preparedness as "the state of readiness to deal with a threatening disaster situation or disaster and the effects thereof. According to the United Nations International Strategy for Disaster Reduction (UN:ISDR), disaster preparedness is defined as "the knowledge and capacities

- Develop specific mechanisms to engage the active participation and ownership of relevant stakeholders including communities in disaster preparedness, with the spirit of volunteerism.

### **2.2.3 Vulnerable Groups and Cross cutting Issues:**

The groups most frequently at risk in disasters are women, children, older people, disabled people and people living with HIV/ AIDS (PLWA). In certain contexts, people may also become vulnerable by reason of ethnic origin, religious or political affiliation, or because of internal displacement due to houses being destroyed due to natural disasters or ethnic riots. Specific vulnerabilities influence people's ability to cope and survive in a disaster, and those most at risk should be identified in each context. The term vulnerable groups refer to all these groups in this guideline. When any one group is at risk, it is likely that others will also be threatened. Therefore, whenever vulnerable groups are mentioned, users are strongly urged to consider all those listed here. Special care must be taken to protect and provide for all affected groups in a non-discriminatory manner and according to their specific needs. The specific concerns and measures for the vulnerable groups along with some other important issues pertaining to gender, protection, social inclusion and environment are cross cutting issues that have been incorporated at all relevant places in different sections of these Guidelines.

### **2.2.4 Role of NGOs for Persons with Disabilities:**

During disaster preparedness, it is important to carry out risk assessment to

identify potential areas vulnerable to disasters like floods or earthquakes. By involving Persons with Disabilities (PWDs) in risk mapping, the possible barriers they may face during an emergency situation can be understood and special measures can be designed to address such concerns through participatory and inclusive processes. For example, immediately after an earthquake, a person who is physically handicapped may not be able to negotiate over rubble to reach the a temporary relief camp. When resource mapping is carried out, resources specific to PWDs should also be identified. These may include accessible disabled-friendly drinking water and sanitation sources, accessible disabled-friendly shelters, volunteers to provide physical and psychological support, rehabilitation centres, emergency healthcare and hospital services for injured persons, special schools or schools that include children with disabilities, etc. NGOs must address the specific needs of PWDs during the preparedness phase. They should prepare a resource inventory taking into consideration three areas of disability: physical, sensory (hearing, speech, vision) and mental or intellectual.

## **2.3 Disaster Preparedness**

### **2.3.1 Disaster Preparedness at all levels:**

Disaster Preparedness aims to establish a standing capacity at all levels to respond to a range of different hazardous situations that may result in a disaster. This includes for example early warning systems, ongoing risk and vulnerability assessment, capacity building, the creation and maintenance of stand-by capacities and the stockpiling of humanitarian supplies. Undertaking a contingency planning

process is a key component in developing what needs to be done in this process, identification of different actors and the designing, testing and implementation of response actions. For a plan to be effective, it is essential that all participating actors are meaningfully involved in its development. A process which is built around participation will lead to increased ownership by all those involved and will contribute to the smooth implementation of plans during times of disaster. This includes participation at the local community, district, state, national and international levels wherever desired. Coordinated participation of different stakeholders will help to work out who is responsible for what when a disaster occurs. It also allows for effective scaling up during disasters; thereby ensuring the required goods and services get to the most affected and vulnerable populations.

### **2.3.2 Key Components of Disaster Preparedness Planning:**

The process of disaster preparedness planning addresses the need for convergence of the legislative and institutional arrangements, coordination mechanisms, contingency and response plans as well as information and communication systems. The key components are illustrated below:

- i. Institutional arrangements
- ii. Coordination mechanisms
- iii. Contingency Planning: including Hazard risk assessment, Vulnerability analysis, Scenario planning, Roles and Responsibilities, Response Planning, Testing and Validation of the plans.
- iv. Capacity Needs Analysis and Standardised Capacity Building programmes.

- v. Hazard Monitoring, Forecasting and Early Warning.
- vi. Information, Knowledge Management and Communications.

Preparedness is based on a sound analysis of disaster risks and establishing good linkages with early warning systems, and includes such activities as contingency planning, stockpiling of equipment and supplies, arrangements for inter agency coordination, evacuation plans and public information, and associated training and field exercises. These must be supported by formal institutional, legal and budgetary capacities. Preparedness describes the ability to quickly and appropriately respond when required.

#### **2.3.3 Disabled-Friendly Relief Camps:**

During Preparedness phase, NGOs should advocate for participatory processes to plan for possible relief camp locations in the event of disaster. All locations including existing social institutions such as schools, large halls, community multi-purpose centres or stadia that may be used as shelter sites, should be made accessible to all community members using the universal standard design of accessibility (such as building ramps, installing handrails, modifying water and sanitation sources and making other necessary disabled-friendly modifications) to ensure that the sites will be accessible to all. PWDs should be included in this participatory consultative process to ensure that their needs are adequately addressed. It has been shown that in community-based and managed shelters or camps, disaster-affected individuals (including PWDs) feel more comfortable and take ownership in decision-making and civic governance.

### 2.3.4 Role of NGOs in Disaster Preparedness:

The SDMAs and DDMA are responsible for preparing the State and District DM plans respectively. For optimized and effective planning, the State governments and district administrations will facilitate consultative process with genuine NGOs with proven track record in humanitarian assistance and

strengthening disaster preparedness and take their support at various levels as required. NGOs can play a very important role in developing, piloting, validation, implementation, review and updating disaster management plans at various levels. Some of the roles to be played by NGOs at community, district, state and National levels with respect to the key components discussed above are illustrated below.

**Table: 2.1**  
**Role of NGOs in Disaster Preparedness at various levels**

Key Components	Roles and Key Actions of NGOs to facilitate and support			
	Community Level	District Level	State Level	National Level
• Institutional arrangements	<ul style="list-style-type: none"> <li>Formation of task forces</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate formation and participate in district level task forces,</li> <li>advocate for establishment of DDMA- NGO Advisory Committee</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate formation and participate in State level task forces,</li> <li>Advocate for establishment of SDMA- NGO Advisory Committee</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate formation and participate in National level NGO and other task forces.</li> <li>Advocate for formal and institutionalized engagement and develop protocols for consultative status with NDMA, Planning Commission, Finance Commission, National Executive Committee, SDMA, State Planning Boards, State Executive Committees and such other bodies, including nodal ministries /departments /agencies, on mainstreaming disaster management concerns</li> <li>Initiate appropriate mechanisms for mainstreaming DM concerns with corporate, financial &amp; insurance bodies, professional associations, academic bodies, media and such other networks/ associations</li> </ul>
• Coordination Mechanisms	<ul style="list-style-type: none"> <li>Establishment of community level coordination mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>Assist in developing and participate in district level GO- NGO and Inter Agency Coordination mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>Assist in developing and participate in state level GO- NGO, Inter Agency Coordination mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>Assist in developing and participate in GO- NGO Inter Agency Coordination mechanisms</li> <li>Participate in NDMA's NGO Advisory Committee</li> </ul>
• Contingency Planning	<ul style="list-style-type: none"> <li>contingency planning at community levels</li> </ul>	<ul style="list-style-type: none"> <li>Assist in development, piloting, validation and updating of the district level contingency and preparedness plans</li> </ul>	<ul style="list-style-type: none"> <li>Assist in development, piloting, validation and updating of the state level disaster management plans</li> </ul>	<ul style="list-style-type: none"> <li>Assist in development, piloting, validation and updating of the National level contingency and preparedness plans</li> </ul>

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<ul style="list-style-type: none"> <li>• Capacity Needs Analysis and Standardized Capacity building</li> </ul>	<ul style="list-style-type: none"> <li>• Detailed assessment of current needs and capacities at community level</li> <li>• Training, Simulation and mock drills</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate detailed assessment of current needs and capacities at district levels</li> <li>• Facilitate Training and mock drills of different stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate detailed assessment of current needs and capacities at state levels</li> <li>• Facilitate and participate in Training and mock drills of different stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate detailed assessment of current needs and capacities at national level</li> <li>• Facilitate and participate in Training and mock drills of different stakeholders</li> </ul>
<ul style="list-style-type: none"> <li>• Hazard Monitoring, Forecasting and Early Warning (EW)</li> </ul>	<ul style="list-style-type: none"> <li>• Establish linkages with stakeholders for hazard monitoring and provide last mile connectivity for EW dissemination</li> </ul>	<ul style="list-style-type: none"> <li>• Establish linkages with multiple stakeholders for hazard monitoring and provide last mile connectivity for EW dissemination</li> </ul>	<ul style="list-style-type: none"> <li>• Establish linkages with authorities for hazard monitoring and provide last mile connectivity for EW dissemination</li> </ul>	<ul style="list-style-type: none"> <li>• Establish linkages with authorities for hazard monitoring and provide last mile connectivity for EW dissemination</li> </ul>
<ul style="list-style-type: none"> <li>• Information &amp; Knowledge Management and communication</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate, support and establish mechanisms for information dissemination before, during and after disasters</li> <li>• Collect, Manage, Process and share Data during and after disaster</li> <li>• Research, develop, document and disseminate best practices, including traditional coping strategies for replicability and scale up</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate and establish mechanisms for public information dissemination before during and after disasters</li> <li>• Collect, Manage and Process Data during and after disaster</li> <li>• Research, develop, document and disseminate best practices for replicability and scale up</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate, support and establish mechanisms for information dissemination before, during and after disasters</li> <li>• Collect, Manage and Process Data during and after disaster</li> <li>• Research and promote best practice development / adoption</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate and establish mechanisms for public information broadcasting before and during disasters</li> <li>• Collect, Manage and Process Data during and after disaster</li> <li>• Research and promote best practice development / adoption</li> </ul>

# 3

## Role of NGOs in Disaster Mitigation

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Due to India's geographical, topographical and geo-climatic features, the country is highly vulnerable to natural disasters. In the recent past, India has also experienced several man-made disasters. The MIC gas leak in the Union Carbide factory in Bhopal in 1984 is estimated to be one of the most devastating chemical disasters in the recent history. During the past two decades, India has witnessed several natural disasters, most important of them being the Uttarkashi earthquake 1991, Latur earthquake 1993, Jabalpur earthquake 1997, Chamoli earthquake 1999, Bhuj earthquake 2001 and the Jammu & Kashmir earthquake 2005), the Indian Ocean Tsunami in 2004, the Supercyclone in Orissa in 1999 and a few devastating landslides and snow avalanches. In addition, several States in the various regions of the country face recurring floods, while large areas in several parts of India experience more frequent and longer periods of drought. The frequency, intensity and the impact of disasters has been increasing in the recent past. The number of multi-hazard prone districts has also increased as indicated in the Vulnerability Atlas for various natural disasters prepared by the Building Materials Technology Promotion Council (BMTPC) of the GoI. Many areas that were predominately drought-prone like Barmer in Rajasthan are now witnessing unprecedented floods. The cloudburst in

Leh in August 2010 created unprecedented devastation by destroying and damaging houses, public amenities, infrastructure and assets and causing loss of lives and injury to people in several villages. Such disasters pose serious threats to the lives and livelihoods of the people in the affected areas, especially by increasing the vulnerability of the marginalised sections, especially of the aged and differently abled. The increasing frequency and impact of disasters is likely to get further aggravated due to the complex challenges posed by climate change, environmental degradation and unsustainable exploitation of natural resources.

### 3.1 Relevance

3.1.1 The vulnerability caused by a disaster is aggravated by the loss of livelihoods, with consequences on the overall well-being and living standards of people. A recurrent cycle of disasters of any kind can cause destabilization of the entire economic and security architecture of communities unless buffers are put in place and planned for as part of the resilience strategy. The recurrent outbreaks of disasters aggravate the overall vulnerabilities of people, particularly those of the marginalised to a greater extent. The conditions of living are rendered even more at risk as flow of investments to a region is adversely impacted, leading to setbacks in

developmental opportunities. Invariably state resources are also sparse in reaching such areas due to their weak political leverage. The lack of development of infrastructure that can directly result in people's well being – health, education, power, transport, communications – renders such areas acutely impacted by disaster and people more vulnerable to risks. In India, volunteerism and community based movements have formed the backbone of society since time immemorial and these efforts have helped to sustain communities through times of shocks and stresses. The role of NGOs remains crucial in all phases of DM.

**3.1.2** It is thus important to be prepared within our long-term development programmes to respond to emergencies in a timely, effective and efficient manner, which will thus reduce the vulnerability of poor people. A DRR programme envisages improved integration of our DM work with our developmental work and will require increased efforts to strengthen the capacities of vulnerable men and women, thereby lessening the impact that disasters have upon them. It will also require post-disaster recovery work to, as a minimum, not compromise people's future safety, and, at best, take advantage of new opportunities for improved safety. Mitigation, if mainstreamed appropriately, is an integral part of the development process, and can in a very subtle way achieve a lot of benefits in terms of avoided disasters. Prevention/Mitigation and preparedness form the two prongs of the DRR strategy. This is also in line with the Hyogo Framework for Action (HFA) and the priority actions stated therein, under which efforts to reduce underlying risks and mitigating disasters through education and appropriate pre-disaster action are urgently required. The actions stated under this section are very directly related to

community action and the work of NGOs, for both development and DM related activities.

### **3.2 Inclusive Approach**

**3.2.1** Regional variations in the development experiences are rendered more complex in the face of cultural and economic diversities and the assertions of identities, leading to ethnic and cultural conflicts and rights-based struggles. Gender, caste, class and age also influence the impact of disasters, as the elderly, women and children face differential impacts and vulnerabilities due to disasters. Poor people are more vulnerable due to their social status, lack of assets, livelihood opportunities and lack of voice in decision-making. In a situation where the claims of one group of people results in the denial of entitlements to another, the task of grievance redressal becomes very challenging and complex. In the event of a disaster, poor people suffer greater relative loss of assets, and have weaker capacity to cope and recover. They are also indirectly affected by the country's loss of productive and social infrastructure, and the compulsion to divert potential resources for development to provide relief assistance and reconstruction of damaged property, assets and infrastructure. Since NGO movements across the country are already working with the marginalized and excluded sections of society on a variety of development projects, such activities can be mainstreamed with disaster mitigation work and can lead to an inclusive DM approach.

### **3.3 Risk Assessment and Action Planning**

**3.3.1** Risk and Vulnerability Assessment has to be seen as an integral part of the decision

support system at all levels - community, block, district, state and national level. The risk and vulnerability assessment focuses on long-term disaster mitigation. The assessment related components of a decision support system include the mapping of hazards, vulnerabilities and capacities. Moving further ahead, local action planning can be effective to find viable solutions that are based on local capacities and understanding of the context. Such planning is being increasingly done by NGOs in many states of the country down to the village and neighbourhood level. In view of this, NGOs should take up the role of facilitators to promote following components as disaster mitigation initiatives of developmental planning or disaster preparedness planning:

- i. Multi hazard mapping, including development of different hazard maps at community levels and collating them for block, district and higher levels, using PRA, remote sensing and GIS based community information systems.
- ii. Vulnerability mapping, including local level assessment covering geographical location, structures, occupations, living pattern, cultural practices etc.
- iii. Capacity mapping, including identifying capacities from community level upwards, incorporating indigenous coping practices and identifying capacities of CBO and NGOs.
- iv. Action planning for disaster mitigation, based on local actions towards targetted achievements of avoidance of adverse impact of disasters through multi-stakeholder participation, should extend to participatory implementation and monitoring processes.

### 3.4 Livelihoods

3.4.1 Livelihoods are the key to sustainability of capacity building measures in a community. The sustained availability of resources is ensured through sustainable livelihoods. Livelihoods can be made sustainable through building in securities and diversifying the livelihood base. Disasters cause long term and secondary impacts through their impact on livelihoods, and thus this needs to be a priority for mitigation action. Most marginal segments such as landless labour, artisans, people dependent on other peoples' livelihoods are the most economically vulnerable and often invisible, and need to be given special attention. NGOs can play a critical role for identification of options and supplementary livelihoods to enhance overall livelihood security. Sensitization and training of local groups, formation of SHGs, establishing linkages with financial institutions, material suppliers and markets are priority actions that need to be taken up.

3.4.2 Given the enormous potential of the youth dividend in the demographic profile of the country, NGOs can play an extremely important role in mobilizing youth for DRR in their neighbourhood by carrying out appropriate capacity building efforts through the National Service Scheme (NSS), Nehru Yuva Kendra Sangathan (NYKS), National Cadet Corps (NCC), Scouts and Guides, etc.

3.4.3 Specific actions to be taken under livelihood vulnerability reduction will include capacity vulnerability analysis for mapping of livelihood patterns in the area, identification of livelihood vulnerabilities and reducing livelihood vulnerabilities. Vulnerability reduction has to be carried out through insurance and micro finance, policy measures, preventive measures against

specific risks associated with vulnerabilities, research and knowledge sharing on best practices, linkages with livelihood programmes of Government – JNNURM, MGNREGA and other employment schemes, and cash for work or food for work components in other development programmes.

**3.4.4 Actions for building livelihood capacities** will include promoting alternative livelihoods, strengthening SHGs or other livelihood institutions like cooperatives, capacity building and skill specific vocational training programmes. These actions also include the creation of local resources through research and action projects in the area, establishing local level information and knowledge resource centres for collection and dissemination of desired information, advocacy, etc. Building livelihood capacities also requires linkages to promote logistics capacities and improve infrastructure, development projects in the area to boost local economy and create livelihood opportunities, and establishment of grain and fodder banks in rural areas and vocation based reserves in urban areas.

### 3.5 Water and Sanitation

**3.5.1 Water and sanitation** are critical infrastructure elements that are needed to mitigate disasters, and are also priority needs of a community in the aftermath of a disaster. Water and sanitation needs are more critical for women, as they are directly related to reproductive health. They are also directly related to public health issues. Major areas of work in the water and sanitation sector are based in the local context, and can be addressed by NGOs to a very significant extent.

**3.5.2 Damage and impact analysis** of the area and assessment of the needs of the disaster-affected population has to be carried out based on the social and political structure of the population, estimated number of vulnerable people and their demographic characteristics, local capacity and resources, possible long-term environmental impact assessment and future risks associated with the response, rehabilitation and recovery interventions.

**3.5.3 Systems** should be promoted that help reduce vulnerabilities arising from poor access to water, poor water quality, poor access to toilets, vector problems, and inadequate solid waste management, sewerage and drainage. Excreta disposal is a significant source of water and sanitation related problems in the disaster context, and needs to be addressed. All these measures will be achievable in a sustainable manner only through adequate attention to the development of local human resource capacity through appropriate sensitisation, education and training.

### 3.6 Shelter, Public Buildings and Infrastructure

**3.6.1 Making existing houses and public buildings safe** from disasters is a crucial component of disaster mitigation. NGOs can play a pivotal role in this by sensitising local communities and training masons and construction workers, who are mostly in the informal sector, in multi-hazard resilient construction techniques.

**3.6.2 The first step** has to be rapid assessment of structural safety of buildings, followed by retrofitting of vulnerable public buildings. Special strengthening of lifeline buildings such

as hospitals, health centres, schools, disaster shelters, and buildings and infrastructure of emergency response agencies, including the restoration of amenities like power, water supply, etc., requires special attention.

**3.6.3** At the same time, ensuring future safety of new houses and public buildings will require research, documentation and communication of appropriate materials and technologies for disaster resistant construction. Promotion of transferable indigenous technologies with appropriate adaptation and promotion of local materials and skills, and low-tech, low-cost technologies is very important in this process.

#### **3.6.4 Disabled-friendly Construction :**

During rehabilitation and reconstruction phases, NGOs should take care of the needs of PWDs. When planning reconstruction by NGOs, they must assess whether houses, toilets and water sources are easily accessible to PWDs. Basic design standards for designing and planning buildings and utilities for PWDs, as per prevailing Bureau of Indian Standards (BIS) codes, must be adopted while constructing new buildings and utilities by NGOs. In the absence of any BIS codes for any PWD friendly design, the best international standards of other countries should be referred. In existing individual or public buildings, NGOs should find possible solutions in making the houses, toilets and water sources accessible to PWDs.

**3.6.5** Non structural mitigation is also a very important aspect of building safety, and can avoid a very large percentage of losses and casualties. This should include heavy and hazardous building content, hazardous materials stored or used in buildings, and material with potential of falling, dislodging, flying or floating that can cause injury and damage.

**3.6.6** For all of the above action areas, awareness and sensitisation of end users including homeowners, families, students, teachers, decision makers and users of buildings and facilities needs to be carried out, prompting them to take local action to reduce risk. Special training will have to be provided to service providers, including architects, engineers, masons and other construction workers, local emergency response agencies and support volunteers including CBO members.

**3.6.7** Mitigation actions should also link relief, rehabilitation and development. This will be achieved through incorporation of basic mitigation principles in cross cutting manner in actions at all stages of disaster management, including relief, rehabilitation, development and preparedness.

### **3.7 Awareness, Education and Capacity Building**

**3.7.1** Disaster prevention begins with information. Information for mitigation purposes at community level has to be delivered in different forms, level of details and packaging for the various stakeholder groups, with a special focus on frontline workers. NGOs have a direct role in the sensitization, orientation, education and training of most of the local stakeholders, and an indirect role through advocacy for promoting education in higher and specialized levels.

**3.7.2** Education of field officials and practitioners is indispensable for achieving disaster mitigation, and can be directly taken up by NGOs. It should be designed to address the specific vulnerabilities of the local area, identify vulnerabilities and capacities, link local disaster management plans with development plans, and

ensure disaster risk reduction mainstreaming in all development projects.

3.7.3 Basic awareness and sensitization of the general public is also a primary need under disaster mitigation capacity building, and is a key area of work for NGOs. Awareness campaigns on safe construction and habitat development, and on sustainable development and environment friendly lifestyles are important. Sensitization events, mass media campaigns, rallies, public advertisements, messages have to be used to reach out with these issues. Special messages on radio, television, print media are also effective and should be used. The electronic and print media can play an extremely important role in this sensitisation process by raising public awareness and also by providing accurate information about alert and early warning messages issued by the concerned nodal agencies.

3.7.4 Education and sensitization of school children has widely been recognized as the basic building block for future risk reduction. This has to include understanding disasters, kinds of disasters, causes and impacts, vulnerability and capacity, and appropriate actions before, during and after disasters. Children also need to understand the role of various stakeholders and the steps to school safety and community safety. NGOs can influence formal education streams, and can take up informal education programmes to address this need.

3.7.5 Education to higher-level students is also significant and needs to include specific disaster management education relevant to the stream of higher education. Disaster mitigation inputs need to be mainstreamed in study of architecture, urban and rural planning, natural resource management, different branches of

engineering, different branches of medicine and health, social sciences, social work, media and communications, and for this NGOs can take up advocacy and technical support work where needed and possible.

3.7.6 Training to special skill holders is a context specific need that can be met very effectively by NGOs. Special skill training on disaster resistant technologies to masons and other construction workers, and health and education workers is very important. Attention needs to be paid to the inclusion of the women's work force within all these sectors. Training to community volunteers, particularly those related to development fields such as education, livelihoods, health, water and sanitation is also very important and should be taken up by NGOs in the respective areas.

3.7.7 Under all of these groups, training and capacity building should be according to social capacity at community level. Cross cutting issues such as HIV/AIDS should be given appropriate coverage. Supportive work of research and knowledge management should also be carried out at the local and strategic levels to ensure quality and sustainability of capacity building interventions. Engagement with the media, and use of information and communication technologies such as community radio and internet will be important to reach out to large target groups in short times.

3.7.8 Overall, NGOs will have a direct role in mobilising, creating public awareness, providing capacity building interventions like imparting training to most of the local stakeholders including general public on DRR. NGOs will also play a major advocacy role for promoting education in DRR at higher and specialized levels. NGOs should also influence

formal education streams, and take up informal education programmes for educating school children in disaster risk reduction. NGOs should complement and supplement the role of NIDM and the State ATIs already working in the area of disaster management capacity building in the government sector. Over time, the efforts should be consolidated into a collaborative knowledge management and capacity building initiative of the humanitarian sector.

### **3.8 Natural Resource Management, Climate Change**

**3.8.1** Climate change is related to its variability, extreme weather events such as flash floods and cyclones, stresses such as erosion and water stresses, and resultant loss of land, livelihoods and displacement are impending disasters needing immediate attention for mitigation. The following areas of work may be taken up by NGOs to complement and supplement the efforts of the governments.

**3.8.2** Climate change mitigation is the process of reducing the green house gas emissions arising from human actions, and is critical for reducing future climate change. It includes reduction of individual and family carbon footprints by use of appropriate technologies for energy, transportation, heating and cooling, and use of consumer goods. NGOs need to take up appropriate campaigns to promote actions for reducing emissions, primarily in the urban and upper economic bracket communities.

**3.8.3** Climate change adaptation is the process of aligning lifestyles and support systems to cope with the inevitable impacts of unavoidable climate change. These are more crucial for the poor and vulnerable, who have very little contribution to climate change in terms

of their carbon footprints, but pay a heavy price by being at the frontline of the climate change impacts. This is a prime area of climate concerns for NGOs, and requires concerted efforts. Initiatives to be taken up include adoption of processes, technologies and products that help survive the inevitable level of climate change with minimal adverse impact. These may include water harvesting, grey water recycling, livelihood options and securities, micro-credit and micro-finance for livelihoods and other purposes, and micro-insurance. In fact disaster risk reduction is a major component of climate change adaptation.

**3.8.4** Natural resource management is an important area of work for NGOs and relates to both mitigation and adaptation. NGOs need to work on management of natural resources through participatory and community based processes. Natural resources may include forests, surface water bodies, ground water reserves, grasslands, coastal belts, small islands, and ecologically fragile lands, flora and fauna. Improved farm management practices and introduction of drought-resistant varieties are some of the natural resource management interventions in agriculture in disaster-prone areas.

**3.8.5** For the purpose of all of the above, NGOs can take up an important role in information dissemination to the public, and advocacy to local governments, corporations, institutions, development agencies, office bearers and policy decision makers.

### **3.9 Techno-Legal and Techno-Financial Regimes**

**3.9.1** Integrated and effective disaster management is a function of an efficient

techno-legal and techno-financial regime. During the post-Independence years, disaster management activities had a post-disaster relief-based orientation. With the prime responsibility of disaster management vested with the State Governments, with Central Government playing a supportive role, the prevalent institutional mechanisms was dependent on directions from the crisis management committees and groups at the national and state levels. The financial provisions for disaster relief were drawn from the Calamity Relief Fund (CRF), granted by successive Finance Commissions. The Calamity Relief Funds were designated on the basis of the past trend of disasters while a national fund was utilized for unexpected or high impact events. Later, a provision was made for earmarking 10% of the CRF for disaster mitigation purposes including procurement of equipment and capacity building programmes, wherein mitigation actions can find a place. Further, for the period 2010-2015, the GoI has accepted the allocation of an additional amount of Rs. 525 Crores for building capacities in the administrative machinery for better handling of disaster response and for preparedness of district and state level disaster management plans as per DM Act, 2005, as recommended by the Thirteenth Finance Commission (TFC).

**3.9.2** The Tenth Five Year Plan, prepared in the backdrop of Orissa super cyclone, Gujarat earthquake and end of International Decade of Natural Disaster Reduction (IDNDR), for the first time, recognized disaster management as a development issue. The Plan document not only included a separate chapter on Disaster Management, it made a number of important prescriptions to mainstream disaster risk reduction into the process of development. From a mitigation point of view, the Plan also promulgates a

nationwide Culture of Prevention, through community preparedness, introduction of disaster management in school curriculum, including relevant aspects of disaster management in professional courses, enhancing the capacity of disaster managers by better training facilities and creating mass awareness at all levels.

**3.9.3** The Eleventh Five Year Plan aims at consolidating the process initiated by the Tenth Five Year Plan by giving impetus to projects and programmes that develop and nurture the culture of safety and the integration of disaster prevention and mitigation into the development process. NGOs can play important roles as planning, implementation and consultative partners in the projects/programmes identified as a priority in the Eleventh Five Year Plan. Specific actions can include delivering best practices and demonstration projects, promoting employment based mitigation, sustainable capacity building and pro-active engagement of communities in spreading the culture of safety.

**3.9.4** The DM Act 2005 has aimed towards setting up of an institutionalized structure and mechanisms for DM with defined roles and responsibilities of the Central, State and District level departments. The Act defines mitigation to include 'measures aimed at reducing the risk, impact or effects of a disaster or threatening disaster situation'. Therefore mitigation measures are essentially in the nature of developmental works which are normally funded out of the Plan budget of the Ministries or Departments of GoI or State Governments.

**3.9.5** The statutory provisions regarding preparation of a hierarchy of disaster management plans at the National, State and District levels provide an opportunity to prepare holistic plans on disaster management covering the entire

disaster management cycle and integrating the macro level policy issues with micro level issues of implementation. This also provides an opportunity of converging resources available from various sources for disaster risk reduction and management in the country. The concept of mitigation funds has also been promoted by the DM Act 2005 and other policy initiatives. All of these instruments provide the operational space for mitigation actions, within which NGOs must play a vital role. Indeed, the emerging techno-legal and techno-financial framework should aim towards active participation of all stakeholders for community capacity building and resilience, including community based organisations and community groups themselves. NGOs can again play a role in facilitating this.

3.9.6 Financial provisions also provide clear spaces for NGOs to play a role in disaster mitigation. The TFC report addresses the potential of NGOs in disaster mitigation, in its chapter on Disaster Relief, wherein it identifies micro insurance products by micro insurance agents like NGOs, self-help groups (SHGs), micro-finance institutions (MFIs). Further, in the chapter on local bodies, TFC emphasizes the concerns of accountability of the Local bodies to the Citizen's Charter and the role of NGOs/ NGO participation in this. Besides, it also introduces the District Innovation Fund (DIF) aimed at making cutting edge levels of governance responsive to felt needs and innovations, recommending that at the district level, only 90 per cent of the cost be met from the DIF and the balance 10 per cent from non-governmental contributions – from either the public or NGOs. This recommendation offers a new opportunity to the NGOs to introduce innovations in the field of disaster preparedness, mitigation and response at the

district level in close collaboration with the district administration.

3.9.7 Insurance is a very important aspect in the context of disaster risk reduction. Insurance, including life, health and general insurance, has been identified as an important strategy for disaster risk reduction. Several initiatives are underway in the states of Gujarat, Orissa, Andhra Pradesh and elsewhere. The local coping and risk sharing mechanisms that people have, such as storage of seeds, food grains and so on, meet only the short-term needs and vulnerabilities. These strategies do not pay-up proportionately compared to the extent of damage that the recurrent disasters bring. Adoption of insurance would enable the local communities to have a viable risk sharing strategy for the losses that are inevitable. Vital household assets, life and health of the family members including women and children would be covered. The initiative would reduce indebtedness and dependence of the disaster-affected communities on external aid. This would strengthen the coping capacities of the disaster-prone communities and enable them to live with dignity. NGOs will play a critical role in insurance promotion and facilitation of linkages between insurance companies and communities to maximize the scope of insurance as risk reduction measures. Among the disaster affected people, the most vulnerable people with weak coping capacities are the poorer sections of the communities, whose access to financial services are also limited due to their inability to provide any collateral for availing the financial services. NGOs will provide special attention to such people and create attractive support services to strengthen their coping capacities by exploring the introduction of cost-effective instruments. Some of the specific tasks that can be carried

out are as below:

- i. **Micro level insurance promotion activities:** This includes baseline data collection to understand the extent of coverage, awareness building in vulnerable communities, orientation programmes for select local volunteers, linkage building between community disaster preparedness committees and insurance companies, creation of database of persons insured, and training on what to do and how.
- ii. **State level advocacy and lobbying engagements and network building,** including discussion and dialogue on the insurance issue with a wide range of stakeholders including civil society organisations, relief administration, officials of the line departments, and insurance companies also need to be taken up. The key policy issues to be pushed for include a separate policy on insurance, ensuring Government backing for policies for communities living in disaster prone areas, and removing bureaucratic bottlenecks in claim settlements especially in the context of the central and state Government sponsored Rashtriya Krishi Bima Yojana.

3.9.8 NGOs also have a very important role to play in promoting and supporting national projects on risk mitigation. The National Cyclone Risk Mitigation Project (NCRMP), administered by the NDMA, aims to minimize vulnerability to cyclones and make people and infrastructure disaster-resilient, in harmony with the conservation of coastal eco-system in the cyclone-hazard prone States and Union

Territories of India. NDMA is also launching the National Earthquake Risk Mitigation Project (NERMP) which envisages the capacity building of engineers, architects and masons in earthquake-resistant construction techniques and in carrying out seismic strengthening and structural retrofitting of critical lifeline structures such as hospitals and schools. The public infrastructure, assets and amenities like water supply and sanitation facilities, power supply, telecommunication buildings, airports/airport control towers, railway stations, bus stands and important administrative buildings in the States and UTs in seismic zones IV and V also need to be evaluated for their structural safety. The project also envisages training of masons in earthquake resistant construction. Besides, assistance will be provided under this project to the State Governments to put in place an appropriate techno legal regime. NGOs can support in the local outreach of these projects and can play a facilitation role in linking the techno-legal dimension of the projects with local community needs through mobilisation, advocacy and direct implementation of activities.

### 3.10 Integration and Coordination Issues

3.10.1 NGOs and CBOs provide a forum for organized community based actions and also facilitate such initiatives. Operating at the grassroot level, these organizations have a clear understanding of the local needs, customs and traditions and are thus more suited to undertake local level DRR initiatives along with the community including identification of vulnerable groups, risk assessment and vulnerability reduction initiatives.

3.10.2 Convergence of activities of all institutions is imperative for operationalizing the holistic approach towards disaster management. It has been observed in several instances in many disaster affected areas that government and NGO initiatives focus on the same segment of a community, especially in awareness generation, education, health and livelihood restoration schemes. It is critical that the government agencies, NGOs and the disaster-prone communities come together in a coordinated effort for the best results and maximum outreach. At the district and sub-district levels, local NGOs should be associated in all development schemes along with the designated implementing agency for integrating disaster risk reduction issues. Documentation

and promotion of good practices among the community can be coordinated by NGOs. The international trends and approaches, best practices, can also be capitalised upon through many NGOs that play a role of linking with the international community.

3.10.3 It is imperative to develop a coordinating mechanisms that has the capacity to represent the views of the civil society, NGOs, CBOs and the communities to liaise with the government machinery so that all the efforts are institutionalised within a system to ensure maximum utilization of available resources to achieve better equity, efficiency and sustainability.



# 4

## Role of NGOs in Disaster Response

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This chapter outlines a summary of the disaster response (humanitarian response) that the Government, International Red Cross, UN and NGOs effectively and efficiently provide towards ‘building back better’ in the post-disaster relief, recovery and reconstruction stages. This chapter provides the necessary guidelines for GO-NGO collaboration and coordination in humanitarian response in order to restore lives of the affected communities in the aftermath of disasters. There is a growing need for GO-NGO collaboration in synergizing the experience of over six decades of disaster management in India towards a greater preparedness for response through facilitation of mutual capacity building, shared roles and responsibilities and institutionalization of a collaborative and coordination mechanisms towards building a disaster resilient India.

On the one hand, NGOs bring varying capacities and capabilities in line with their mandate; however, most NGOs would address only a certain part of the wider post disaster needs of affected population. Government is the biggest responder to any emergency situation and NGOs invariably complement the Government’s capacity. In recognition of NGO capacity, it has progressively become a reality to put in place a GO-NGO coordination system to assimilate capacities of various NGOs who respond to the given situation. NGOs and Government have certain expectations

from each other. These expectations can be met only through effective coordination of the NGOs among themselves and with the government machinery by better liaison with line-departments and other agencies involved in emergency operations. The District Magistrate (DM) has the mandate and role of institutionalizing Emergency Operations Centre (EOC) as well as GO-NGO coordination mechanisms at the respective district level, the final delivery mechanisms of the Government as mandated in the DM Act 2005.

Some of the commonalities in terms of processes and operations that are central to GO-NGO emergency response are rapid needs assessments, response, coordination, information management, monitoring and evaluation. With the limited resources available, NGO response is aimed at children, women and other vulnerable groups. Hence, NGO ways of working would include aspects like targeting, participation, community mobilization, relief distribution methodologies to ensure equity and equality.

### 4.1 Conceptual Understanding and Approach for Disaster Management:

4.1.1 NGOs consider disaster response as a continuum between Disasters and Development.

However, their resource base may not permit them to sustain their operations in the long-run. NGOs invariably bring diverse perspectives, capacity and resources to bridge the divide between disasters and development.

**4.1.2** Post disaster, in the short term, NGOs respond with relief materials and services while in the long term some of them contribute to long term recovery, reconstruction and rehabilitation as well as community based disaster risk reduction. The diversity of response strategies that come with NGOs help complement each other and in turn complement Government work. Some NGOs specialize in delivering sectoral response like health, food, wat-san, food security and livelihoods etc. while the others target their response towards vulnerable children, elderly, handicapped, excluded, etc among the affected population.

**4.1.3** Disaster response is one of the important means to check the spiral of poverty which is driven by disasters. Entrenched/chronic poverty is seen to be one of the constant features of districts affected by seasonal emergencies. Recovery strategies and actions undertaken by NGOs after a disaster aim at 'building back better'. There are specific operational challenges in organizing and completing a proportionate and time bound disaster response in such districts before the next round of disaster arrives. An efficient post disaster service delivery system needs to be built at district level that has space for NGOs, community and other humanitarian actors to complement the Governments capacity for preparedness and disaster response.

**4.1.4** Globally, humanitarian assistance has been governed by common principles and believes in placing the humanitarian imperative first to ensure that human suffering is alleviated.

The common principles adhered to in this regard are – first, the right to life with dignity; second, the right to protection and security; third, the right to receive humanitarian assistance. It is important to strongly recognize that Red Cross is an important part of the non-Governmental disaster response capacity and the humanitarian response system. Similarly UN agencies, as per their respective mandates, work closely with various ministries and line-departments to support the disaster response.

**4.1.5** Both the Governments and Civil Society Organizations are expected to act in accordance with the Code of Conduct provided by the Red Cross, People-in-Aid and Sphere Standards in Disaster Response and the Humanitarian Charter.

## 4.2 Fundamental Principles of Disaster Response

**4.2.1** The following principles of ideal humanitarian response are largely aspirational and they reflect the good practices in humanitarian response in disaster contexts. Most governments and international, national and local level NGOs try to adhere to these principles while responding to disasters in their jurisdictions.

### **The Humanitarian Imperative:**

- To prevent and alleviate suffering; to protect life and health (improve human conditions);
- To ensure respect for human beings, and the right to receive / offer assistance.

### **Neutrality:**

- Not to take sides in the hostilities / controversies based on political, racial,

religious or ideological identity (non-partisanship / independence).

- Transparency and openness are key issues to keep neutrality. Neutrality cannot mean non-action for an organization that has adopted a human rights approach. Defending human rights should not be seen as a partisan activity.

#### **Impartiality (non-discrimination):**

- Aid is delivered to all those who are suffering, based on their needs. The assessment of needs is rights-based.
- This principle includes both the proportionality to need as well as the principle of non-discrimination.

#### **Do no harm:**

- “Do no harm” or minimize the harm relief workers may be doing by being present/providing assistance in conflict situations.
- Need to take steps to minimize the harm when aid is an instrument of war (denying access, attacking convoys), an indirect part of the dynamics of the conflict (creates jobs, gives incomes in form of taxes) or exacerbates the root causes of the conflict by securing “rebel” activities.

#### **Accountability:**

- Four stakeholders (beneficiary community; national/local authority; donor & aid agency)
- Aid agencies are held accountable to both the beneficiary communities (needs for assistance & protection

are met, with dignity) and the donors (assistance provided for the proposed purpose).

- Coordination among organizations is thus a key part of this principle.

#### **Participation of affected populations:**

- Humanitarian action tends to look at short-term needs and forget the responsibilities to give sustainable aid in a way that realizes the right of affected populations to participate in decisions that affect their lives. It is, however, important to build on capacities in the affected population, and promote the participation of beneficiaries in all that we do.

#### **Respect for culture & custom:**

- Understanding local customs and traditions is important while working with local communities, but also in understanding local values when connecting them to internationally recognized human rights. Some interventions require particular sensitivity to local customs. While local culture / customs vary, human rights are universal and applicable to all human beings, no matter what the cultural setting, and must be paramount.

### **4.3 Categorization of Disasters and Response Framework**

- 4.3.1 NGOs further differentiate disasters as rapid onset (earthquakes, flash floods, cyclones, wind storms, landslides) and slow onset (drought, HIV AIDS crisis, nutritional

emergencies etc.). Except for earthquakes, rapid onset emergencies / disasters are seasonal in nature.

#### 4.3.2 Key Phases of disaster response:

Disaster response must and invariably happens in three or more phases:

Phase	Needs and Timely Actions	Timeline/remark
Phase-I Acute emergency phase or early recovery	Search and rescue, first aid, disposal of dead bodies and animal carcasses, damage and needs assessment, relief mobilisation and distribution, temporary shelter, registration, information management, coordination etc.	1 to 30 days (depending on extent and gravity of disaster) Timely and appropriate response will depend on the preparedness and contingency planning put in place by the Government and NGOs, CBOs and CSOs.
Phase-II Care, maintenance and recovery phase	Food, water, sanitation, health care, psycho-social care, education, livelihoods, training, coordination	The length of this phase will depend of the type of emergency. In floods this might not exist while in case of big earthquake it might be couple of years. This is the phase before affected population can return to normal ways of living. It also called transitional phase.
Phase-III Reconstruction and long term recovery	'Durable solution' for livelihoods, housing, skill building, institution building, coordination etc.	It may take 2 to 5 years to restore the life back to normalcy and establish all the institutions and infrastructure 'better than pre-disaster days'.

#### 4.3.3 Role of NGOs towards PWDs during Immediate Response :

During the immediate response phase, NGOs must take special care to attend to the needs of the disabled. Apart from the provision of relief entitlements, many of the disabled may require specific emergency health care support and in some cases even psychosocial care and support. At the local level, NGOs can prepare resource inventories taking into consideration three areas of disability: physical, sensory (hearing, speech, vision) and mental or intellectual.

#### 4.3.4 NGO Disaster Response Processes:

Disaster response planning is guided by a set of key processes among humanitarian NGOs. To deliver adequately on their humanitarian responsibility at the time of crisis, NGOs have devised specific ways of working. The essential aspects of NGO processes in disaster response and related opportunities and constraints are as follows:

- **Early Warning Alerts and Dissemination:**  
National, State and Local Governments

receive alerts and warnings which serve as common protocol for initial emergency evacuation and saving lives as well as moving pre-positioned stocks to the potential disaster areas. However, due to lack of prior agreements with SDMAs, DDMA and local administration, NGOs and CSOs face difficulties in responding to disasters and providing humanitarian assistance to the disaster-affected communities.

Future GO-NGO coordination and collaboration agenda must effectively consider coordination with NGOs and CBOs in the dissemination of early warnings, alerts and evacuation with mobilization of community, livestock and life-survival materials to safer zones.

- Rapid and Progressive Needs Assessment:** As the first critical action in every emergency, all NGOs involved in humanitarian response undertake a Rapid Assessment within 24 to 48 hours after the disaster. NGOs also triangulate assessments by drawing on information from local government, media and other national and international actors. These form the basis for decision making to launch resource mobilisation and response efforts. NGOs may also conduct an integrated multi-sectoral assessment by deploying teams with multi-disciplinary professionals within 72 hours of the disaster occurrence and use the outcomes of such assessments to raise resources and initiate response operations. The Government machinery

also conducts rapid and comprehensive damage assessments. The daily damage assessment bulletins brought out by local administration provide useful information to the public and civil society organizations. Key challenge in this first critical action that GO-NGO undertake is the timely, qualitative and frequent exchange of information, which forms the basis for response to the affected communities.

Sharing Needs Assessments, Operational Policies and Priorities for Response by GO-NGO through the National or State NGO Task Forces and progressive validation will become an essential element of coordinated response in future disaster situations.

- Participation and Self Reliance:** Mobilizing the community's own resources, skills, knowhow, adaptability, fortitude, etc. can be valuable to the relief efforts and can restore some measure of hope, confidence and dignity to people. Organising communities into appropriate governance structures responsible for administering various services is central to NGO operations and maintenance of services.

Establishing Community-based management and governance of services in disaster-prone areas will be encouraged by NDMA, SDMAs and DDMA as one of the most preferred approaches to create an enabling environment for disaster related contingency planning, response and long term risk reduction.

- **Proactively Addressing Vulnerabilities:** NGOs target their response towards the most needy or vulnerable sections of the community. Many NGOs and humanitarian organisations have the mandate to work with the beneficiaries of their programmes (women, children, senior citizens, socially excluded etc.). In practical terms, NGOs spend considerable amount of time and resources for meticulously developing the beneficiary lists and good distribution system with standard protocols (family card, muster roll, checks and balances against misuse, etc.) that ensure quality and accountability.
- GO-NGO coordination platforms like the National NGO Task Force on Disaster Management or State NGO Task Forces on Disaster Management will work out in advance Long Term Agreements with vendors for the emergency supply of relief supplies and work out modalities with PRIs to endorse or validate beneficiary lists, especially in cases where disasters have destroyed family documents such as BPL cards, ration cards and other identity cards in order to ensure no exclusion takes place and the most vulnerable are assisted.
- **Appropriate Technical Support:** NGOs normally bring in the optimal level of technical support; ideally they would try to use local skills and capabilities. While selecting technology they would devote special attention on social aspects of technology.
  - **Capacity Building:** Capacity building of local people to develop coping strategies is an important aspect of humanitarian assistance. Organising affected people, building local institutions etc. is part of the technical inputs that NGOs provide during disaster response.
  - **Mandate:** As mentioned above, some NGOs draw their mandate from the target group they work for (women, children, aged, disabled, etc.) while others draw their mandate based on the post disaster sectoral needs (water sanitation, education, health care, etc.) that they can address.
  - **Coordination:** To link the response of individual agencies, coordination mechanisms are setup by District administration. In some cases these coordination mechanisms are supported by UN or NGO networks that may setup information and resource centres. NGOs can play an active role in forging partnerships with corporate entities in strengthening disaster preparedness and in launching disaster mitigation projects, in evolving Public Private Partnership (PPP) projects and in mobilising relief supplies from corporate business houses for distribution among the disaster-affected communities as a part of Corporate Social Responsibility (CSR).
  - **Information Management:** The continuous collection of specific information, analysis and contextual action is required for emergency

response to remain relevant to the dynamic situation in complex disasters. Some of the important and predictable action taken by humanitarian actors to collect information to support decision making are assessments, disease surveillance or epidemiological surveillance, nutritional surveillance, water quality surveillance, food security surveillance, wellbeing surveys etc.

- **Planning for DRR:** Most humanitarian NGOs understand the link between disasters and development, and hence mainstream DRR into short, medium and long term disaster response.
- **Resource Centre:** Providing timely and need based information and material resources to the disaster-affected communities is used by some of the NGOs as a primary or supportive response strategy. For example, a building materials and building components bank might be established by NGOs to provide critical building elements, technology and knowhow to the most vulnerable families along with information on how to construct multi-hazard resilient houses.
- **Advocacy:** NGOs engage in advocacy as a standalone work or in support of other operational programmes. NGO advocacy is to defend or promote a specific cause, practice or approach. They may typically try to raise awareness, acceptance and knowledge by lobbying, working with the media and public events.

4.3.5 Effective coordination mechanisms can help understand who can do what during which phase. The NGOs can play a key role in the immediate aftermath of disasters by extending relief assistance and services of various kinds, damage assessment etc. During the post disaster phase, the NGOs can take a lead by providing technical and material support for safe construction, revival of education system and restoration of means of livelihood and assist the government in monitoring the pace of implementation for various reconstruction and recovery programmes.

4.3.6 DDMA will establish district level task forces for surveillance regarding water, sanitation and food security with sensitivity to the most vulnerable communities. SDMAs and DDMA will establish state and district level resource centres with the help of NGOs to provide technical support about quality, accountability and transparency in the assured distribution of appropriate entitlements, along with dissemination of information on entitlements and regular updating of policies, regulations, etc.

#### 4.3.7 NGO Understanding of Disaster Response Needs:

The post-disaster situation can be understood and analyzed in terms of displacement of affected population, which is invariably exercised by affected families to cope with the disaster. Broad categorization of affected population by NGOs with respect to displacement includes IDP (internally displaced population), Returnees, in situ disrupted, host family/community situation etc. Most disaster situations would have a mix of various kinds of displacement. People move from one category

to another depending on the recovery. NGOs have specific skills to respond to displacement and related social, economic and environmental aspects. The primary NGO approach to disaster response is to support families and community to return back to normal ways of living with enhanced access to services and assets for disaster risk reduction.

**4.3.7.1** NGOs' work gets further focused and targeted by the understanding that hazards don't affect all people equally. Different population segments (men, women, children, children under 5 years age.) will be affected differentially. As in non-emergencies, during emergencies gender interacts with other variables, such as ethnicity, race, location, geopolitics, history, social class, and culture, to create distinct vulnerabilities. Government-NGOs collaboration can aim to build on this approach to address practical and strategic needs of the most vulnerable. NGOs allocate adequate resources to monitor and evaluate if disaster response programmes are meeting the needs of specific groups or sub-group (targeted response).

The Monitoring & Evaluation priority is to find:

- Whether activities and benefits reach intended groups and sub-group(s)
- Evaluate whether programmes have differential impact on each sub-group

**4.3.7.2** Emergencies are dynamic situations where a large number of issues of affected men, women and children need to be addressed during the various phases. Monitoring these issues or the emergency situation is invariably done by middle level and senior professionals in the NGOs. The feedback collected through such monitoring and evaluation exercises provides further inputs for the NGO advocacy with donors

and Government. The information collected through such exercises can be of enormous use to policy makers and implementing officials.

## 4.4 Role of NGOs for PWDs during Response Phase

**4.4.1** NGOs involved in immediate response should identify PWDs in advance during preparedness. If they have not been already identified, special efforts must be made to identify people with disabilities and special needs immediately after disaster. Emergency search and rescue personnel must have knowledge on how to adapt search and rescue techniques to find and safely evacuate persons with different types of disabilities.

**4.4.2** PWDs and other vulnerable groups are often more vulnerable to physical, sexual and emotional abuse when staying in shelters or camps due to their reduced ability to protect themselves or understand the situation. For this reason, NGOs involved relief camp management should orient relief staff and volunteers on ways to minimize the risk of such situations. Some PWDs are more vulnerable to undernourishment in emergency situations due to difficulty in accessing rations, difficulty in eating rations, insufficient food quantities or poor reserve energy and pre-disaster general health conditions. NGOs distributing food relief should assess the PWD-specific needs for food relief in their area and make necessary arrangements to meet such needs.

**4.4.3** All individuals including PWDs should be informed about the water sources and sanitation facilities available in shelters or camps and should be provided with information on prevention of water and sanitation related diseases. Tube wells, hand

pumps and water carrying containers should be designed or adapted for access to water quickly and easily. Temporary toilets in camps and shelters must be gender-disaggregated. If PWDs are denied equal access to water sources or latrines due to discrimination, it may be necessary to monitor access or form separate queues. It may also be necessary for someone to be available to assist those persons whose disability severely restricts them from accessing water sources or sanitation facilities, even with modifications. PWDs can also be involved in design, building and maintenance of these temporary facilities.

**4.4.4** For PWDs, without prompt attention towards securing medication, assistive devices or personal care assistance, their existing disabilities may worsen, even to a critical stage. For example, a person unable to move due to severe physical disability requires regular changes in position to prevent bed sores. NGOs involved in response phase should identify health problems as the first step towards responding to health needs of PWDs or people at risk of developing disability. PWDs should be referred to appropriate specialists in nearby medical centers. A referral procedure using existing resources should be used. Where referral centres will not be available during response phase, NGO should find resource persons who may able to provide basic care to PWDs (exercises, proper positioning for individuals with physical disability to prevent deterioration in movement, etc.). Distribution of simple informational pictorial leaflets (how to dress wounds, how to avoid bed sores, exercises for individuals with broken bones in casts, etc.) can take care of most of such issues.

## 4.5 Typical First Phase NGO Response in Specific Scenarios

### 4.5.1 Typical NGO Responses to Emergencies:

A number of different scenarios such as earthquakes, floods and conflict zones might require responses in camps or gathered groups or self settled camps. These may vary in size but the assumption is that people no longer have access to their normal home environment. In short term, the purpose of NGO response is to prevent an increase in mortality and morbidity due to inadequate nutrition and likely outbreak of communicable diseases such as Diarrheas and Malaria, and spread of Respiratory diseases and skin infections. Some of the sectors for NGO response in temporary relief camps may be:

- **Water:**
  - Providing clean potable water;
  - Drilling wells, capping springs, gravity supply water systems
  - Chlorination of borewells and hand pumps, pumping water from rivers into tanks for treatment with alum and Chlorine
  - Providing distribution systems like tap stands, washing areas for clothes and for bathing.
  - Water source protection: Ensuring existing water sources are protected from further contamination.
- **Sanitation:**
  - Construction of field latrines and soak pit latrines at relief camps and final disposal of excreta.
  - Design and commissioning of drainage facilities.

- **Public Health Promotion**
  - Dissemination of information on public health risks
  - Distribution of items essential for maintenance of health e.g blankets, clothes, soap, hygiene kits, water containers, ORS.
  - Community mobilisation for efficient use of water and sanitation facilities & distributed items
  - Promote early detection & treatment of primary diseases
  - Monitoring health trends
- **Vector Control:**
  - Solid Waste disposal
  - Drainage of waste water
  - Insecticide spraying against flies & mosquito's & promotion activities to encourage further use
  - Distribution of Mosquito Nets and education on use
- **Food Security and Nutrition:**
  - Food Distribution
  - Food monitoring / Nutrition monitoring including promotion of breast-feeding
  - Cash interventions
  - Supplementary feeding centres
  - Distribution of cooking kits
- **Shelter:**
  - Distribution of the emergency shelters / plastic sheeting and other local material
  - Provision of appropriate access to electricity in temporary relief camps, especially in bath rooms and toilets
  - Distribution of Blankets
  - Distribution of Clothes
  - Distribution of fuel for cooking
- Provision of safe space for children
- **Reconstruction:**
  - Housing re-construction including provision of water, sanitation and other services.
  - Construction of social infrastructure like schools, anganwadis etc.
  - Provision of building materials
  - When large number of houses are destroyed and damaged due to disasters, NGOs often facilitate the reconstruction of houses by encouraging owners to actively participate in the construction of houses. This is called "Owner-driven Reconstruction" as against "Contractor-driven Reconstruction" wherein the housing reconstruction is carried out by engaging housing contractors.

## 4.6 GO-NGO Collaborative Sectors in Disaster Response

4.6.1 NGOs derive their mandate along sectoral lines, hence they would specialize on one or more of these sectors. Most specialist NGOs have access to good quality human resources, know-how and hardware. Under a rights-based approach, NGOs address specific needs of men, women and children. NGO response in terms of hardware and services are invariably complemented by soft activities which fall under the broad area of behavior change communication. To launch timely and adequate humanitarian response to crisis situation NGOs have evolved various strategies and mechanisms to support their operations:

- **Prepositioning:** Based on experience of responding to past emergencies NGOs stock/warehouse food and non-food supplies, which help them mount a rapid response.
- **Humanitarian Logistics:** Apart from prepositioning NGOs have departments and people to run smooth humanitarian logistics operations.
- **Roaster:** Emergency response brings-up need for large number of trained and prepared human resources. Humanitarian agencies either have people on their roasters or they access RedR ([www.redr.org](http://www.redr.org)) register of trained humanitarian personnel. Through these roasters the rapid deployment of people with right knowledge, skills and attitude takes place.
- **Manuals for Disaster Response:** Most specialist humanitarian agencies have manuals and guidance documents to guide various aspects of emergency programme planning.

Some of the sectoral expertise in NGOs are listed in the table below:

S. No.	Sectors or focus	Key Sectoral priority
1.	Food and Nutrition	<p>To identify the nutrition related vulnerabilities of the disaster affected communities and provide adequate amount of food so that all members of the community are able to sustain themselves cope with the health hazards.</p> <p>Majority of human brain develops during the first five years. Emergencies can interrupt access to right level of nutrition to under 5 children, which might have lifelong impact. Infant and child feeding and care are important programme priorities in food and nutrition sector. NGOs with nutritional expertise, run therapeutic feeding programmes for severe and mildly malnourished children.</p> <p>With a strategy to assist disaster affected families to return to normal ways of living, NGOs distribute dry ration, cooking utensils and means. In early phase NGOs may have wet feeding programmes.</p>
2.	Health	<p>To establish health information system and services to ensure reduction of morbidity and mortality by controlling communicable and non-communicable diseases.</p> <p>Some of the important health programmes run by humanitarian actors include Curative/trauma care, immunization, communicable disease control, mental health, medical supplies, laboratory services, and reproductive health.</p>

3	Shelter	<p>Shelter is a critical determinant for survival in the initial stages of a disaster. Beyond survival, shelter is necessary to provide security and personal safety, protection from the climate and enhanced resistance to ill health and disease. It is also important for human dignity and to sustain family and community life as far as possible in difficult circumstances.</p> <p>In practical terms, shelter response happens in two phases before durable or permanent solutions are delivered; temporary shelter, intermediate/transitional shelter before permanent shelter gets built.</p>
4	WASH- Water, Sanitation and Hygiene	<p>To enable disaster affected communities to access safe and adequate quantity of water along with culturally appropriate sanitation services, which results in control of waterborne diseases.</p> <p>Key areas of intervention in WASH sector are Hygiene Promotion, Water Source Development, Water Treatment, Water Supply, Excreta Disposal, Solid Waste Management, Vector Control, Drainage System.</p>
5	Education	<p>To reduce interruption of education and provide protective environment to children against abuse and trafficking. Three Phases of typical education response by NGOs are:</p> <p>Phase 1: Recreational / Preparatory:</p> <ul style="list-style-type: none"> <li>• Set up safe areas/spaces for children</li> <li>• Promote play and recreational activities (psychosocial support)</li> <li>• Involve community and youth</li> </ul> <p>Phase 2: Non-formal Education:</p> <ul style="list-style-type: none"> <li>• Supply basic reading and writing educational materials</li> <li>• Provide teachers with basic equipment and training</li> <li>• Promote rehabilitation of the education system</li> </ul> <p>Phase 3: Return to Formal Education:</p> <ul style="list-style-type: none"> <li>• Support organized system of teaching and learning, including normal timetable and school subjects</li> <li>• Train teachers to cope with the new / changed situation</li> </ul> <p><i>INEE standards for education in emergencies can be accessed online at <a href="http://www.ineesite.org">www.ineesite.org</a></i></p>

6	Livelihoods	<p>Restoration of disaster impacted livelihood options and creation of newer or alternative options.</p> <p>Typical NGO resource include:</p> <ul style="list-style-type: none"> <li>• Provision of seeds and agricultural tools</li> <li>• Distribution of animals like cows, goats etc. in rural settings.</li> <li>• Restoration of disaster impacted components of livelihood system.</li> <li>• Provision of technical and marketing support.</li> </ul>
7	Psycho-social care or mental health	<p>Early recovery through externalization of interest.</p> <p>The NGO response priorities in a disaster situation are the provision of basic life support needs, ensuring the security of disaster survivors, and the provision of psychological and social support. These services would ensure normalizing routines and helping survivors resume activities of daily living as quickly as possible so that it hastens rehabilitation and enhances coping with the distress that results from the disaster. Participation of affected people in decision making and delivery of services is one of the practical approaches deployed by NGOs for externalization of interest. Specific priorities are:</p>
		<ul style="list-style-type: none"> <li>• In the rehabilitation of disaster victims, emphasis is on the involvement and participation of the local community.</li> <li>• The self-help and healing capacity of communities is mobilized through various culturally relevant activities.</li> <li>• The creation of long-term community-based mental health support, involving community level mental health workers is attempted.</li> <li>• Linking psychosocial support with socio- economic programmes is an effective intervention strategy for long term recovery.</li> </ul>

#### 4.7 NGO Response to Needs of the Vulnerable Groups

S. No.	Focus	Specific priority in pursuit of inclusion are:
1	Children	Trafficking and exploitation is an increasing threat to children after emergencies when the family, community and school's protective frame work weakens.

		<p>NGOs seek to strengthen local responses to prevent and address exploitation, trafficking and abuse.</p> <ul style="list-style-type: none"> <li>• Prevention through Community-based Responses by NGOs aim to: <ul style="list-style-type: none"> <li>- raise community awareness to identify and protect vulnerable children;</li> <li>- increase access to health, education, and shelter for working children;</li> <li>- increase skills training and economic alternatives for youth &amp; families.</li> </ul> </li> <li>• Reintegration and Rehabilitation for Trafficking Survivors <ul style="list-style-type: none"> <li>- provides psychosocial support;</li> <li>- provides community reintegration;</li> <li>- provides access to basic services.</li> </ul> </li> <li>• Advocacy <ul style="list-style-type: none"> <li>- includes media campaigns on trafficking issues;</li> <li>- pursues policies to increase public and private funding.</li> </ul> </li> </ul>
2	Women	<p>Maternal health, menstrual hygiene Equity and equality in access to services and benefits</p>
3	Dalits, minorities, ethnic groups	Equity and equality in access to services and benefits.
4	Disabled persons	Access to services, benefits by creating barrier free physical and social environment.
5	Senior citizens or elderly	Access to health services and specific needs in terms of food, shelter, water and livelihoods
6	PLWA	Access to health services and specific needs in terms of food, shelter, water and livelihoods

# 5

# Institutional Mechanisms

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This chapter essentially examines the institutional mechanisms that govern the role of NGOs during the various phases of Disaster Management in the country. As NGOs cannot work in isolation, their relationship with other stakeholders is also examined through this institutional framework. Stakeholders, in this case, include Government, Community Based Organizations (CBOs), Faith Based organizations as well as other potential partners. The chapter outlines the existing mechanisms along with the national level legislative and policy instruments for disaster management, which provide legitimacy to the proposed institutional framework. The last section of this chapter seeks to link the current institutional framework with NGOs and in doing so create a more holistic and inclusive multi – stakeholder institutional mechanisms for service delivery.

## 5.1 NGO Systems and Governance

5.1.1 Considering the effective role that NGOs can play in development, the UN has been promoting their role in official negotiations. By 2000, about 2,500 NGOs had consultative status with the UN and many thousands more had official arrangements with the UN system and other inter-governmental bodies. Apparently at the Earth Summit in Rio in 1992 17,000 NGO representatives participated and 1,400 directly were involved in the intergovernmental

negotiations; the Fourth World Conference on Women in Beijing in September 1995 attracted 35,000 NGO representatives and 2,600 were involved in inter-governmental negotiations.

5.1.2 NGOs are normally perceived as non-profit making, voluntary, independent of government, and predominantly humanitarian groups focusing on the needs of people. However, based on the nature of the organization, people involved and promotion of the organization some of these characteristics may undergo some change. NGOs by the nature of their operations work very closely with people which makes them more innovative and adaptable. As they serve humanity there would be a sense of purpose in their operations and as such would have the required expertise to provide the necessary inputs. Depending on the scope of their work, there could be gaps in the organizational capacities and they generally depend on external assistance. This particular vulnerability exposes them to pressures from the entities that support the NGOs. As NGOs work independently (of government or with their fellow organizations) there could be duplication and wastage of efforts. Moreover, they tend to estimate the requirements based on what they can afford and in the process lose understanding of the broader social and economic context.

5.1.3 The NGO system in India has very strong roots and has been playing an important role in development. Their presence varies from state and state and in the context of disasters

they operate without boundaries. This in itself promotes learning and often played an important supplementary role to the efforts of the Government especially in post disaster phases. As they bring in experience from other disaster affected areas, they are in a position to provide effective solutions to various challenges and these have led to excellent partnerships with Government during some of the past disasters.

**5.1.4** There are large numbers of NGOs working in the development sector especially helping in achieving MDGs and specifically supporting achievement of HFA. While the Government addresses larger policy issues and supports implementation of various activities at various levels of administration, NGOs have the advantage of working closely in developing resilience. NGOs working on various social aspects have a comparative advantage in addressing livelihood and social issues and this enhances their capacity to eventually reduce their vulnerabilities.

**5.1.5** Considering the role that NGOs can play in development, especially in encouraging participation of and empowering communities, strengthening democratic institutions, and improving access to basic services like health and education, the Government started promoting collaboration with these entities. The Council for Advancement of People's Action and Rural Technology (CAPART) was created in 1986 to promote and assist voluntary efforts in implementing rural development programmes; the Planning Commission was designated in 2000 as the nodal agency for NGO-State interactions. The National Policy on the Voluntary Sector (2007) was the first step in the process of evolving a new working relationship between the government and volunteer organizations.

Voluntary organizations are defined as formal as well as informal groups such as: community-based organizations (CBOs); non-governmental organizations (NGOs); trusts and charitable organizations; support organizations; networks or federations of such organizations; as well as professional membership associations. The policy observed that the voluntary sector can offer alternative perspectives; committed expertise; an understanding of the local opportunities and constraints; conduct a meaningful dialogue with communities, particularly those that are disadvantaged. This Policy recognizes three instruments of partnership, viz., (i) consultation through a formal process of interaction at the Centre, State and District level; (ii) strategic collaboration to tackle complex interventions where sustained social mobilization is critical over the long term; and (iii) project funding through standard schemes. Similar modalities can be explored by NDMA, SDMAs and DDMAs for involving NGOs in DM related activities.

**5.1.6** As per the national policy for the voluntary sector, the Government will ensure that these three instruments of partnership are given due attention in Annual Plans prepared by Ministries and States. It will also encourage district administrations, district planning bodies, district rural development agencies, zilla parishads and local governments to do so. These groups will be permanent forums with the explicit mandate to share ideas, views and information and to identify opportunities and mechanisms of working together.

**5.1.7** The Sphere represents a unique voluntary initiative, and reflects the collective will and shared experience of a broad array of humanitarian actors. The community of these actors includes international and national non-governmental (NGO) organizations, the

International Red Cross and Red Crescent Movement, United Nations agencies, donor agencies, host governments, and representatives from affected populations. Since its inception the Sphere process has attempted to be inclusive, transparent, and globally representative.

## 5.2 Resource Management

5.2.1 The GoI and its partners-NGOs, Donors, private organisations and other organizations, are either directly or indirectly working towards strengthening disaster preparedness, reducing the adverse impact of disasters and improving the emergency response capacities of the first responder agencies and local communities. Therefore, resource management in the country would need to focus on all the essential sources of direct / indirect funding.

5.2.2 The DM Act 2005 provides for the establishment of funds for Disaster Response and Disaster Mitigation at the national level and similar Funds at the State and District Levels. The National Disaster Response Fund (NDR Fund) provides for necessary resources to meet any imminent or declared disaster situation in the country. Under the management and control of the NEC, this fund has to be used appropriately for the costs of emergency response, relief and rehabilitation. The National Disaster Mitigation Fund was envisaged to meet the expenses of the other important element of disaster management, namely Mitigation. Envisaged to be placed under the management and control of NDMA, this fund was expected to meet the costs of the various mitigation projects. A similar dispensation has been authorized for both State and District levels. In its report, the TFC has not recommended the establishment of these Mitigation Funds at the national, state and district levels.

5.2.3 The GoI has accepted the Recommendation of the 13th Finance Commission that the National Calamity Contingency Fund (NCCF) should be merged with the proposed NDR Fund, and the Calamity Relief Fund (CRF) would be merged with the State Disaster Response Fund (SDR Fund). Contribution of the SDR Fund should be shared between the Centre and States in the ratio of 75:25 for general category and 90:10 for special category States. The States have been advised to review the provision of setting up of District Disaster Response Funds (DDR Funds). The basis for recommending such merger is to avoid duplication of mechanisms and administrative difficulties in allocating and monitoring the utilization by the States.

5.2.4 TFC also recommended the allocation of Rs. 525 crores as grants for taking up activities for building capacity in the administrative machinery of States for better handling of disaster response and for preparation of district and state level disaster management plans as envisaged in the DM Act. The Commission after hearing the views of MHA, NDMA, and Planning Commission recommended that the Disaster Mitigation Funds should be a part of development projects and as such there is no need for establishing another source. This recommendation is based on the premise that disaster mitigation should be seen as a part of developmental activity.

5.2.5 While the above provisions at the national, state and district levels would ensure availability (not necessarily adequate in all respects) of funds within the Government sector, most NGOs operate without any structured allocation of resources from the Government. However, from time to time the Government (both national and state) would engage NGOs to

do specific activities in the humanitarian sector. Some of them, especially larger organizations, would have their internal mechanisms of funds allocation criteria for undertaking various DM functions. However, soon after disasters, NGOs mobilize resources either internally by reallocating resources meant for other development purposes or by utilizing the resources allocated specifically for emergency functions. Such reallocation of resources meant for development purposes to undertake emergency tasks would affect their development interventions. NGOs also mobilize funds from donors through specific proposals or through appeals. It is therefore important that NGOs have access to critical information and data that would help them to reflect the exact requirements in the proposals for mobilizing resources. In the above context, any partnership platform or arrangement being established should address the concerns or limitations that NGOs face while trying to intervene in various activities related to DM.

### **5.3 Public Private Partnership (PPP) and Networking**

**5.3.1 National level :** The existing National NGO Task Force on DM needs to be institutionalized as a permanent and effective mechanisms to regularly review the performance of partnership efforts at the state and district levels. This Task Force should ensure that all stakeholders are engaged in a spirit of cooperation, with the overall objective of timely interventions to save life and assets, and work towards an overall risk reduction perspective. This Task Force will liaise with NDMA and SDMAs for effective coordination to address emerging requirements. These could be to address gaps in the context of collaborative efforts (both Public-Private as well

as within the NGO sphere), avoid duplication of efforts and inadequate sharing of information. These would entail preparation of state specific Standard Operating Procedures (SOPs) for inter-agency collaboration and common minimum standards.

**5.3.2** The NDMA, SDMAs and the DDMAs will have the flexibility to decide the nature of consultation and shall exercise their discretion in short-listing NGOs, CSOs and faith-based organisations who may be invited to participate in appropriate coordination mechanisms. While short-listing the agencies, their proven track record and past work in the field of DM will be the criteria for selection.

**5.3.3** The Task Force should also promote sharing of resources, expertise and good practices across agencies, including Government. Through the Task Force, NDMA would establish appropriate entry points for the NGOs to provide their inputs to the planning processes of the concerned Ministries, Departments and Institutions such as the Planning Commission; Ministries of Rural development, Urban Development and Panchayati Raj; Department of Science and Technology; and any other Government entity that NDMA would recommend. Similarly, while NDMA develops any Guidelines, representatives of the Taskforces shall be included in the concerned Core groups.

**5.3.4** At the state level, the Inter Agency Groups (IAGs) of NGOs exist in a few states. In order to ensure sustainability of these platforms, it is important to maintain the synergistic working relationships even during normal times. It is also important to define the role of state Governments in this platform. Ideally the IAG should have operational flexibility and freedom

to work as per Sphere Standards. The State level IAGs or State Level NGO Task Force on DM shall comprise of state level NGO members. Though there would be autonomy for this group to work as per the state requirements, it shall be guided by the non-negotiable principles and core commitments. The SDMAs will ensure that membership is inclusive of all the relevant humanitarian groups. When there is a need to raise any policy level concerns leading to major decisions, the IAG may decide to constitute a small advisory group that could work with the Government on specific issues.

5.3.5 The IAG or State Level NGO Task Force for DM will incorporate SDMA representation and facilitation in its functioning. The SDMA will designate an officer to the IAG or State Level NGO Task Force for DM from the concerned department such as the department of Disaster Management, Department of Relief and Rehabilitation, SDMA or a representative of the DM Faculty in the ATI.

5.3.6 At the District level, through mutual consultations, the District Collector or the CEO of the DDMA will initiate the process for setting up an IAG or District Level NGO Task Force comprising of members of district level NGOs. The functioning of IAG or District Level NGO Task Force at district level, though autonomous, shall be guided by similar non-negotiable principles and core commitments. A mechanism for representation in and coordination with state and community levels shall be established to avoid overlaps and confusion. The district level process will also incorporate DDMA representation in the IAG or the District Level NGO Task Force. DDMA will work closely with other government bodies in the areas of common interest and nominate members to the IAG or the District Level NGO Task Force of DDMA.



# 6

# Mainstreaming DRR in Development

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Disasters disrupt progress and wipe out the hard-earned fruits of developmental efforts, often taking nations decades backward in their mission for progress. Hence, disaster is a developmental issue. When disaster strikes, it creates severe impact on the development process and people are deprived of the outcomes of development. They lose their lives and livelihood and get marginalized in the whole process of development. Poor and marginalized sections of the society are further spiralled into an irreversible whirlpool of poverty. Development then becomes meaningless for those whom development is intended for. Over the years it has been observed that natural as well as human induced disasters create a lot of adverse impacts on the development process. It is also observed that development initiatives will not automatically reduce vulnerability of communities towards disasters unless disaster risk reduction is consciously built in the design and implementation of development programs. Development initiatives more often than not do not consider disaster risks and the progress made is lost in hazardous events. Occasionally communities have been left more vulnerable to disasters because, humanitarian or development initiatives have introduced new vulnerabilities or reinforced vulnerability into existing ones. Therefore, developmental activity should ensure that it is not inviting any disaster risks and should also look for opportunities of disaster mitigation.

A developmental scheme which is not adding disaster vulnerability to the stock and instead is mitigating any future risk should be put on priority for implementation. Societal changes and rapid development are the underlying causes for increasing disaster losses. This chapter focuses on the role NGOs can play in mainstreaming DRR into the development process.

## 6.1 Disaster Risk Reduction

6.1.1 Disasters are the result of exposure of a community to a hazardous event (e.g. earthquake, flood, tropical cyclone) and the vulnerability of the community towards this event. Disasters can be avoided or the negative effects minimised by building capacity. DRR attempts to strengthen the capacity of the disaster-prone communities and address hazard threats through appropriate mitigation measures. Experiences in several countries have shown that by addressing the root causes of vulnerability, the impact of a disaster can be reduced.

6.1.2 DRR refers to a wide sector of work on disaster management including: mitigation, prevention, risk reduction, preparedness, and vulnerabilities. As defined by the United Nations, DRR represents “the conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to

limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development”.

## 6.2 Mainstreaming DRR into Development Sectors

6.2.1 DRR refers to the measures used to reduce direct, indirect and intangible disaster losses. The measures may be technical, economic or social. DRR encompasses the two aspects of a disaster reduction strategy: ‘mitigation’ and ‘preparedness’. Mitigation refers to measures aimed at reducing the risk, impact or effects of a disaster or threatening disaster situation, whereas, preparedness refers to the measures undertaken to ensure the readiness and ability of a society to forecast and take precautionary measures in advance of imminent threat, and respond and cope with the effects of a disaster by organising and delivering timely and effective rescue, relief and other post-disaster assistance. ‘Mainstreaming DRR’ describes a process to fully incorporate the concerns of disaster preparedness, prevention and mitigation into development and post-disaster recovery policy and practice. It means completely institutionalizing DRR within the development and recovery agenda. Accordingly, the following broad objectives of mainstreaming DRR into Development will be encouraged:

- Ongoing schemes and projects of the Ministries and Departments of GoI and State Governments, as well as of all Government agencies and Institutions, including Public Sector Undertakings, will be selectively audited by designated government agencies for ensuring that they have addressed the disaster risk and vulnerability profiles of the

local areas where such schemes and activities are being undertaken.

- At conceptualization or funding stage itself, the development schemes will be designed with consideration of any potential hazardous impact associated with it and incorporate measures for mitigation of the same.
- All the development schemes will be pragmatic, incorporating the awareness of local disaster risk and vulnerability, and ensuring that the schemes have addressed these concerns and included specific provisions for mitigating such disaster concerns; and
- The SDMAs and DDMAs will ensure that all the disaster relief and recovery programmes and projects that originate from or are funded by any agency satisfy developmental aims and reduce future disaster risks.

## 6.3 Opportunities for NGOs in mainstreaming DRR

6.3.1 The opportunities for NGOs mainstream DRR into Development may be placed under six categories as mentioned below:

- Integration of DRR into their developmental **policy**
- Mainstreaming DRR into their developmental **strategy**
- Ensuring DRR through **capacity building and training** of NGOs
- **Geographical planning** as an opportunity for mainstreaming DRR
- Mainstreaming DRR in their **project cycle management**

- Integration of DRR into development through **mutual collaboration** with others

### 6.3.2 Policy Level Integration of DRR by NGOs:

NGOs should have a clear cut policy on disaster risk reduction issues, which commit that their developmental projects are protected from disasters and do not inadvertently or advertently become the cause for any future disasters. Similarly, their disaster recovery projects should be part of normal development and should not increase people's further vulnerability to disasters. For example, an NGO working towards a policy 'shelter for all' may make it as 'safe shelter for all'.

### 6.3.3 Integration of DRR into Developmental Strategies of NGOs :

NGOs translate their organizational goals and policies into detailed strategies. At this phase of detailed strategy formulation NGOs should also ensure integration of DRR by taking their in-house and external stakeholders into confidence. Example: A strategy of covering all the BPL people under 'policy of shelter for all' may also integrate disaster resistant shelter construction for the targeted beneficiary.

### 6.3.4 Knowledge Management and Capacity Building for mainstreaming DRR into Development :

Generating knowledge and building capacity on DRR at all levels is the key to main stream DRR into development process. NGOs can play an important role in this process. A few key steps for knowledge building could be:

- i. Information Management- capture and store information and make the information available
- ii. Knowledge creation- Research, adaptation and innovation to generate new knowledge
- iii. Knowledge application- Utilization of existing knowledge- not reinventing the wheel, and
- iv. Knowledge sharing – Learn from own experiences, success and failure and also learn from external world.

NGOs, besides acting as facilitator for capacity building, also need to enhance their own capacity for institutionalising DRR. Until NGOs enhance their technical and managerial capacity of mainstreaming DRR into Development projects, their projects will never be integrated with DRR concerns. The managerial staff of NGOs needs to realise why DRR must be integrated and the NGOs technical staff needs to understand how to integrate DRR into their developmental projects. For example a capacity building session may make the managerial staff of NGOs realise that facilitating shelter to targeted beneficiary will be meaningless, if the shelters are not disaster resistant and are likely to be damaged in a disaster. Similarly, the technical staff of NGOs must be trained on integration of disaster resistant technical know-how in shelter construction. NGOs can also play an important role in knowledge dissemination. Few common ways of knowledge dissemination by NGOs could be:

- Curriculum Development and teaching in school, college and University
- Dissemination of knowledge during practical Skill Training

- Dissemination during campaign, workshop, seminar and other mass media

### **6.3.5 Geographical Planning and DRR:**

Locational aspects of development projects decided on the basis of hazard & vulnerability analysis of a given area should be a part of the risk reduction strategy of NGOs. They must know where to locate their development project. NGOs should conduct a hazard and vulnerability analysis of a given area and take the results into consideration while deciding the physical locations of their developmental projects. For example, a housing scheme floated by an NGO should check if its housing project is located in a flood prone area or on a seismically active fault line. If so, the NGO may consider relocation of the project or may like to integrate additional disaster resistant construction techniques in their housing projects, instead of altering the project sites.

### **6.3.6 Project Cycle Management as a Checkpoint for mainstreaming DRR:**

NGOs have the opportunity to integrate DRR during management of various phases of their project cycle. In a project cycle, the typical phases consist of Project Conceptualisation, Appraisal, Financing, Implementation and Evaluation. In between the phases of conceptualization and appraisal, NGOs have opportunities of looking at the project from the DRR point of view. They can verify that their project does not increase vulnerability to any disaster and assess the opportunity to see if their project can be a means of reducing any risk of future

disaster. A mass housing project integrated with multi-hazard disaster resistant planning and technology can be a medium of future risk reduction from disasters. However, the same project, if not integrated with DRR concern, may invite more damage to lives and properties during any occurrence of hazard. A detailed analysis on this issue has been further elaborated in annexure of these Guidelines.

### **NDMA's initiatives on Mainstreaming DRR in various Central Schemes.**

NDMA in cooperation with the Planning Commission and the Ministry of Finance (MoF) has set up appropriate mechanisms to ensure that all new projects involving infrastructure development and related construction adhere to disaster-resilient technology and safe siting. The revised project information formats of the Expenditure Finance Committee (EFC) and Detailed Project Report (DPR) address these concerns. Instructions in this regard have already been issued to all the Central Ministries by the MoF in June 2009. The process of self certification is to be followed with a view to ensure that there is no delay in project implementation. The design of all new and ongoing projects/programmes will thus be addressed from the point of view of DM concerns, while existing infrastructure will be selectively reviewed for appropriate mitigation measures. Besides this, NDMA has also requested the State Governments to implement similar procedures of DM audit for projects/programmes under their purview.

### 6.3.7 External Collaboration for DRR:

Learning lessons from others, sharing knowledge and working together towards preparedness and risk reduction are also important components of factoring DRR into Development. This can only be achieved through meaningful collaboration with others. Therefore, collaborations of GO-NGO, NGO-NGO and Local NGO-INGO should also be considered as another window of opportunity for mainstreaming DRR into Development Process. Such collaboration promotes transfer of knowledge and technology for DRR and converts a mission into movement. There is enormous potential to introduce opportunities of networking for improved coordination. The strengths of existing networks for example, AADRR, Sphere India, VANI, PRIA, VHAI, COVA etc need to be combined with the potential of working together offered by existing links with networks of local communities (SHGs, youth groups, farmers groups, watershed committees, village health committees, village education committees, PRIs, etc.) and local officials. Networking will also promote standardized services offered by NGOs – from planning to response, follow up (For example, cost norms and minimum standards for post disaster reconstruction of infrastructure, housing; etc).

## 6.4 Mainstreaming DRR into Development

6.4.1 DRR needs to be integrated into development activities and large scale social welfare schemes launched by GOI. Government and CSOs must make a concerted and coordinated effort for integrating strategies, and assessing potential risks as part of development planning, and allocating resources for risk reduction into sectoral plans. NGOs and CSOs need to engage in a meaningful dialogue with the Planning Commission and the Finance Commission, National Advisory Council and key parliamentarians and sensitize them to the importance of inter-sectoral convergence of various line departments for DRR mainstreaming and allocation of necessary resources. These Guidelines highlights a few development sectors, as illustrations, where NGOs have opportunities of mainstreaming DRR at the national, regional and local levels.

### 6.4.2 Integrating DRR in Shelter & Infrastructure:

In every disaster huge losses happen due to destruction of shelter and infrastructure and pose challenges to quick recovery. Focus on disaster resilient shelter and infrastructure can reduce the impact of disaster to a great extent.

#### **Shelter and Infrastructure**

##### **Policies & Legislation**

- Quality standards & guidelines for infrastructure focus on hazard-resistant construction
- Land-use planning technique is used in pre-planning an affected village area

##### **Advocacy & Awareness**

- Implementing agencies and beneficiaries are aware
- Implementing agencies and people are aware of new disaster resilient construction techniques

- Affected people, including the most vulnerable, are aware of their land and housing rights
- Public information on entitlements has been spread
- Families are encouraged to prepare household disaster preparedness plans

#### **Coordination & Capacity development**

- Institutional arrangements are in place to promote use of calamity-resistant techniques including retrofitting
- Necessary technical training is imparted to implementing staff and inspectors, district and local government and NGOs, on DRR in reconstruction (eg. hazard analysis for site location, awareness on how to monitor hazard resistant construction etc)
- Masons are trained in hazard resistant construction

#### **Risk-proofing & Monitoring**

- Land is allotted by the district administration to the private sector or NGOs provided they undertake disaster resistant construction-
- Retrofitting of existing houses
- Quality of construction is monitored through regular inspections

#### **Engagement of Local Bodies & Communities**

- Following the owner driven reconstruction principle, self-help groups, including the most vulnerable, are organised and engaged in construction with assistance in the form of finances, building materials, and DRR engineering services
- Communities are trained in quality monitoring

### **6.4.3 Integrating DRR in Restoration of Livelihoods:**

Integrating DRR into livelihoods is a key challenge to sustain the socio-economic development achieved in the development process.

#### **Restoration of Livelihood**

##### **Policies & Legislation**

- Land-use planning technique is used for livelihood planning

##### **Advocacy & Awareness**

- Institutions like ICAR study and prepare development plans as a long term strategy for improved livelihoods, development of livestock, and overall agricultural development
- Vocational training is imparted to affected people including women and the most vulnerable
- Small entrepreneurs have developed business contingency plans

##### **Coordination & Capacity development**

- Economic programmes are launched for masons, entrepreneurs and self-employed
- Maximum support is given to revitalization of dairy, handicraft, handloom & small industries with special focus on women and disadvantaged groups
- Use of locally available material and traditional livelihoods is supported and encouraged
- There are provisions in government programmes (eg NREGA for disaster-affected areas)
- Partnerships have been formed with Micro Finance Institutions on micro-credits and micro-insurance

### Risk-Proofing & Monitoring

- Income-generation activities are piloted for upscaling
- Comprehensive risk assessment of the agricultural land /livestock is done
- There are changes in crop pattern and growing of resistant/ alternative crops
- Alternative viable livelihoods are mapped, including market linkages
- There is the option of cash for work in reconstruction of key infrastructure for informal sector workers
- Access to financial tools for risk reduction is improved (e.g. insurance is offered to small enterprise owners and workers on livelihood assets; agreements in place with MFIs on reduced interest rates or grace period for loan repayments etc)

### Engagement of Local Bodies & Communities

- Self-help groups are organised and covered under Swarn Jayanti Swarojgar Yojana for developing livelihoods
- Women have been trained in handloom and other economic activities
- Youth groups are trained in preparedness, response, mitigation, etc.
- Contingency funds at the local government and community level are created
- Vulnerable groups are prioritized in service provision

#### 6.4.4 Integrating DRR in Food Security and Nutrition :

Food insecurity and malnutrition adversely affect poor households and their vulnerability further gets aggravated in post-disaster situations. Elderly, disabled, women and children are usually the worst affected in disaster situations. Special efforts must be made to ensure that the needs of these groups are assessed carefully.

### Food Security and Nutrition

#### Policies & Legislation

- Adequate safety net for poor in the situation of acute food crisis in the policy mostly in disaster prone areas
- Long term strategy for draught management
- Introduction of insurance schemes for the poor for covering post disaster losses (post floods, earthquake, cyclone, etc)

#### Advocacy & Awareness

- Public information campaign on existence and content of Govt agricultural livestock schemes and entitlement/access to them.
- Awareness raising of the risk to food crops from hazards & from environmental degradation – those currently experienced and those likely to appear in future through climate change
- Making the vulnerable community aware of the nutritious content of the local food which is cheap and accessible to them
- Creating awareness among people on climate variability and impact of human induced extreme weather events in disaster zone

### **Coordination & Capacity development**

- Training of farmers in alternative farming methods, crop types & varieties, and water resource management
- Training of mothers and adolescent girls on preventive measures of maternal & child nutrition especially in disaster situation
- Training of SHG women members in preparedness and post disaster response for food security
- Proper engagement of ICDS in multi hazard zone and train the staff accordingly
- Training of ASHA and AWW to take up special counselling for mothers and family members on maternal and child nutrition in multi hazard zone before the onset of disaster

### **Risk-proofing & Monitoring**

- Increased cultivation of drought (or flood) resistant crop types or varieties; revival of traditional crops and varieties which are more hazard tolerant.
- Diversification of crops grown in different seasons of the year
- Introduction of water-conservation farming systems, e.g. minimal tillage, mulching, contour bunding (using earth or stones), half-moon pits, terraces, etc.; afforestation and pastureland development for soil and water conservation
- Small scale irrigation systems such as cross dams, sub-surface dams, and hand, foot or animal-operated pumps
- Community grain banks.

### **Engagement of Local Bodies & Communities**

- Formation or strengthening of farmers co-operatives (for access to Govt schemes, bulk purchase of inputs, grain banks, etc).
- Awareness raising of women SHG members, youth club and schoolchildren to increase engagement of vulnerable groups in preparedness/post disaster
- Involvement of local Govt (Gram Sabha) in schemes to manage natural resources – e.g. building cross dams, managing grazing or reducing environmental damage.

#### **6.4.5 Health Services :**

Health services are very important during disasters but often get badly affected by disasters. Integrating DRR into health services is of utmost importance.

### **Health**

#### **Policies & Legislation**

- Quality standards & guidelines for infrastructure focus on hazard-resistant construction of hospitals and health facilities/ centres
- Land use planning technique used for planning for location of new hospitals/ health centres

#### **Advocacy & Awareness**

- Health workers are aware of NDMA Guidelines on medical preparedness and mass casualty management for disasters
- Hospital Disaster Management Toolkits, Community Health Workers manuals etc are available for health workers to use

**Coordination & Capacity development**

- Health training: Anganwadi workers, ASHAs and health volunteers are trained on various aspects of health and hygiene during emergencies
- Anganwadi centres are strengthened (eg. safe structure, adequate stocks of medicines/ emergency kits, DRM training for workers, more staff during risk prone season etc.)
- Health workers are involved in disaster preparedness efforts (eg. inclusion of disaster management and first aid into ASHA training curriculum, ASHA workers part of Village Disaster Management Teams etc.)
- A Contingency plan exists for health services and delivery during the monsoon season (eg. equipping paramedical staff in villages that are hard to reach)

**Risk-proofing & Monitoring**

- Primary health centres and Community health centres are fully equipped to continue functioning during disasters

**Engagement of Local Bodies & Communities**

- Communities are trained in counselling skills to deal with post-disaster trauma

**6.4.6 Water - Sanitation –Hygiene****Water - Sanitation - Hygiene****Policies & Legislation**

- Policy on WASH recovery includes provisions on upgrading facilities in terms of hazard-resistant and accessibility

**Advocacy & Awareness**

- Awareness at various level on safe WASH practices
- Disaster Risk Reduction is integrated into Watershed programme (e.g Nirmal Gram)

**Coordination & Capacity development**

- A Contingency plan exists for service delivery system for WASH for monsoon season

**Risk-proofing & Monitoring**

- Risk assessment is done for site-location of water pumps, supply systems, drainage & sewage systems, sanitation facilities etc.
- Construction of community drainage systems, sanitation facilities, waste management system etc. is risk-proof

**Engagement of Local Bodies & Communities**

- Quality control is exercise by the community by participating in the risk proof creation of community drainage systems, sanitation facilities, waste management etc.

#### 6.4.7 Education

##### Education

###### Policies & Legislation

- Land use hazard zoning technique used for planning for new schools
- Schools have disaster management plans -
- Quality standards & guidelines for hazard-resistant construction of schools
- Retrofitting policy for disaster resistant strengthening of existing school buildings
- Retrofitting policy for Non-structural building components (falling hazards) in schools

###### Advocacy & Awareness

- DRR lessons in school curriculum advocate safe behaviour

###### Coordination & Capacity development

- Education & training on disaster risk management including for teachers
- Schools conduct disaster preparedness programmes (eg. mock drills, first aid, search and rescue, swimming and crowd management training)
- A Contingency plan exists for continuing education during the monsoon season

###### Risk-proofing & Monitoring

- School safety norms are followed in construction of safe schools
- Risk assessment done in site-selection and building new schools
- Retrofitting of existing schools

###### Engagement of Local Bodies & Communities

- Engaging community in design and monitoring of education program

#### 6.4.8 Environment and Disaster Management

##### Environment and Disaster management

###### Policies & Legislation

- Environment regulations are adhered to and include hazard considerations (e.g. EIAs for recovery projects incorporate disaster risk assessments)
- Institutions to update state, district and local disaster management plans reflect current needs and priorities for recovery

###### Advocacy & Awareness

- Safe reconstruction of embankments is advocated
- Public information on quality control is spread
- There is awareness on climate change mitigation (energy saving) and adaptation

###### Coordination & Capacity development

- Capacity development on updating disaster management plans
- Knowledge transfer to duty-bearers esp. DDMCs on factoring and monitoring risk reduction into reconstruction, livelihoods programs and restoration of ecosystems

- Risk-proofing & Monitoring:
- EIA incorporate Disaster impact assessment
- Eco-systems that contribute to risk reduction are restored (eg. forestation)
- There is a public investigation into embankment construction underway

#### **Risk-proofing & Monitoring**

- All projects can be evaluated and audited from the design to commissioning phases for risk proofing

#### **Engagement of Local Bodies & Communities**

- Quality control by beneficiaries
- Community-based risk assessments are done
- Community Early warning systems are in place
- CBOs are trained on embankment monitoring

## **6.5 Illustrations of Mainstreaming DRR**

6.5.1 At the National level, NDMA is playing a key role in coordinating with various line ministries like Environment, Agriculture, Panchayati Raj, Human Resource Development,

Urban Development, Rural Development etc. to integrate DRR into some of the ongoing flagship programmes like JNNURM, IAY, SSA and MGNREGA. In this connection, opportunities of mainstreaming DRR by NGOs in a few flagship programme of Government are explored below:

<b>Sector/Line Departments</b>	<b>National</b>	<b>State</b>	<b>Local</b>
MGNREGA	Facilitate advocacy on special planning with focus in employment generation and asset creation in disaster prone areas	Integrate district disaster management plans at state level with a focus on DRR.	Micro level planning with DRR integration for creation of assets and infrastructure (road, culvert, escape route, raised tube well for pure drinking water, irrigation structure) and get it approved at the district level
NRHM	Facilitate advocacy and negotiation with health ministry for training of ASHA on DRR measures from health point of view	Facilitate training of ASHA through state health resource centre on DRR  Design of training curriculum for ASHA incorporating DRR	Conduction of Training for ASHA, paramedics, ANM and others health staff on DRR

JNNURM	Negotiation with planning and national advisory council to integrate Capacity Development plan on DRR for urban planners, urban local body members, ministry of urban development,	Risk audit to be conducted for water supply, solid waste management, improvement of drains, prevention and rehabilitation of soil erosion and land slides, preservation of water bodies and incorporate the findings to the town plan.  Explore options of urban reform programme under JNNURM to advocate with States/UTs for amending building bylaws for disaster resistant development of built environment in urban areas.	Public awareness on JNURM and its implication on poverty alleviation among urban poor and relevance of DRR
Education	Coordinate with NCERT and other syllabus to incorporate DRR basics into curriculum	Replicate the same with state education department  Facilitate designing training curriculum for teachers	School demonstration.  Exposure of students and teachers to DRR best practices in the same agro-climatic zone
Housing, Urban Development Department, Rural Development Department & Public Works Department	Advocate retrofitting in existing infrastructure (public buildings for earthquake protection.  Structural measures and building code in earthquake and flood zone  Earthquake resistant planning in IAY houses  Facilitate adaptation measures in drainage pattern/sewage treatment in flood	Training of engineers/masons  Advocacies in schools and hospital safety program	Training of masons

Public Works Department	Advocacy to introduce disaster impact assessment tools before giving approval of the major constructions	Facilitate disaster impact assessment by imparting training to engineers/ architect and other technical staff	Generating public awareness on disaster mitigation due to physical development or disastrous impact due to physical development and how the impact assessment has helped to know the pros and cons of it before the development
Public Health Engineering Department		Negotiating with state level secretary for budget provision on high raised tube well	Construction of high raised tube wells
Agriculture/ Animal Husbandry	Crop and Livestock insurance Crop Diversification	State to take adequate measures for farmers on crop and livestock insurance	Facilitating and farmers doing insurance and skilled on crop diversification as per the agro-climatic zone  Localized weather data through community radio for farmers
Forestry and Environment	Forestry and Environment Facilitate advocacy on judicious implementation of forest and environment policy from adaptation view point  Influencing the policy makers on a comprehensive energy policy in line with the carbon and green house gas reduction	Negotiating with forest department on forest conservation  Coastal belt plantation that works as barriers to surge, and flooding  Ensuring clean and sustainable energy security	Generating public awareness on importance to social forestry and preservation of bio-diversity that works as carbon sink  Public awareness on CRZ protection  Public awareness on greenhouse gas emission and its impact on disaster frequency

6.5.2 The list given in the above table is an indicative one and many more line departments can be added to it. DRR planning needs to be done at Municipal and Panchayat levels with the involvement of local community representatives; and simultaneously the resource and responsibility to manage would be in the domain of the local authorities. Decentralised planning can enhance local participation along with improved efficiency and equitable benefits.

## 6.6 Good Governance in DM

6.6.1 Good Governance and management is important to ensure effective mainstreaming of DRR. Following are a few suggestive ways to mainstream DRR through Good Governance by NGOs:

- Develop clear understanding on existing policies and the DM Act that are laid out by the government to address the issues pertaining to disaster management and its implication on DRR.
- Facilitate, establish linkage and develop understanding on various aspects of human induced climate change effects and how it can be curbed through different policy intervention; for example devising ways and means to work with climate change missions. Climate change and adaptation measures can be linked to DRR policy initiatives.
- Good Governance requires political commitment which was endorsed through the DM Act 2005 and associated policies. Therefore the elected representatives at all level need to know the DM act and policies.
- NGOs can facilitate creating conceptual clarity on DRR and its relevance within the ambit of DM act and policies among elected representatives at local and state level through various innovative methods by using press/media or workshops/seminars
- Advocacy and awareness for improved mainstreaming of DRR into development.
- Facilitating discussion at local governance bodies, e.g., panchayat or traditional self-governance bodies like tribal/village councils etc. on relevance and exigencies of DRR and the process of its integration into various sectors; facilitate vulnerable community perspective to be heard in local governance institutions so that decisions positively influence in safer buildings and assets and resilience in the community. For example the DM Act 2005 and 73rd & 74th amendments of the Constitution emphasises decentralised planning, thus enabling local bodies to plan and make budgetary allocations.
- Sensitise elected representatives on issues of DRR and its integration; creative intervention of political actors will take away the structural barriers that inhibit DRR mainstreaming (e.g. Budget allocation to each sector for DRR measures).
- Advocate, facilitate and support to capacity building of government officials on DRR mainstreaming at executive levels; so that various line departments can integrate DRR into planning.

# 7

# Summary of Action Points

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India's institutional mechanisms for disaster management such as NDMA, SDMAs, DDMAs, line Ministries, Departments and Agencies as stipulated in Disaster Management Act, 2005 will give due priority in involving NGOs for improving the effectiveness of DM. Besides, the following action points will be implemented by all concerned institutions and agencies.

## Chapter-1: Overview

### Action Points for GO-NGO Collaboration

- i. Setup a functional GO-NGO Coordination Platform during non-emergency times to ensure that appropriate coordination happens during response operations and development interventions.
- ii. GO-NGO institutional arrangements need to be made in order to collaborate in developing the road-map for short, medium and long term operational strategies and plans.
- iii. Common accessibility to disaster affected areas can become a reality if GO-NGOs engage with local bodies, district and state level disaster management focal points right from developing DM planning and operational strategies.
- iv. Focus on the most vulnerable needs to be the approach for responding to disasters as well as reducing disaster

risks. Updated information should be maintained to support this.

- v. Setting and Committing to Minimum standards by GO-NGO: Ready and user-friendly instruments for humanitarian standards need to be adopted and contextualized as a collective initiative, along with transparency and accountability principles to be institutionalized at all levels.
- vi. Advocacy Role of CSOs – Do No Harm: GO-NGO trans-boundary platforms can be facilitated and NGOs can engage in advocacy to mitigate these disasters.
- vii. Institutionalizing Knowledge Creation and Management: Consolidation of institutional learning processes and creation of a public domain knowledge bank as well as educational programmes will support long term improvements in capacities

*(Para 1.4) (Action: NDMA, SDMAs, DDMAs, line Ministries and Departments of Centre and States, National and State Planning Commissions, UN Agencies, INGOs, and National NGOs and other concerned agencies)*

### NGO-Corporate Collaboration for Disaster Management

- viii. Private sector engagement in post-disaster situations, especially in distributing relief assistance to disaster-

affected communities as a part of their Corporate Sector Responsibility (CSR), needs to be augmented with special emphasis on strengthening pre-disaster preparedness and mitigation in disaster-prone areas with the help of local NGOs.

*(Para 1.3) (Action: Corporate Sector, UN Agencies, INGOs, and National NGOs and other concerned agencies)*

### General Action Points for NGOs in Disaster Management

- i. Develop a database of NGOs at all levels working on disaster management focusing on geographic outreach and thematic capacities of the organisations.
- ii. Compile statistics on quantum of support provided by NGOs at all levels, both international and national.
- iii. Establish meaningful engagement with concerned government bodies such as Planning Commission, Finance Commission, NDMA, nodal ministries, state level bodies, district level bodies, local level bodies and other stakeholders.
- iv. Establishing inter-agency mechanisms for coordination and network activities (information and knowledge management, training and capacity building, collaborative advocacy, quality and accountability) at all levels.
- v. Establish protocols for cooperation and ensure access to the affected areas with support from government agencies at respective levels like NDRF and SDRF that have good logistics base to reach inaccessible areas.
- vi. Conduct community centric hazard and vulnerability analysis at all levels, and develop disaster management plans accordingly.
- vii. Ensure community participation in assessment, planning, implementation and monitoring of activities at all levels
- viii. Support the most vulnerable groups through mitigation activities as well as disaster preparedness and response, with a particular focus on the special needs of the Persons with Disabilities (PWDs).
- ix. Make women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programs such that inequalities between men and women are not perpetuated through the routine operations of DM.
- x. Develop the capacities of NGOs or specialised civil society agencies at all levels to manage urban as well as rural disasters and make investments in accordance.
- xi. Ensure that the NGO programmes have an exit strategy to link with long term recovery/rehab/development programs of other NGOs or the government

*(Para 1.5) (Action: NDMA, SDMAs, DDMAs, Line Ministries and Departments of Centre and States, Planning Commission and State Planning Boards, UN Agencies, INGOs, and National NGOs and other concerned agencies)*

- xii. At national level advocate with all actors to reach out to gap areas and develop minimum standards for India.

*(Para 1.5) (Action: NDMA, NDRF, MHA, Concerned line Ministries, Civil Defence, UN Agencies and other national NGOs)*

- xiii. At State level coordinate among actors to identify gap areas, develop minimum standards for the state.

*(Para 1.5) (Action: SDMA, SDRF, State Department of Disaster Management, State level other concerned line departments, Civil Defence, Red Cross and other State level NGOs)*

- xiv. At district and local level ensure targeting with equity and reach to all excluded areas; develop capacities for adherence to minimum standards through collective and coordinated efforts of all stakeholder; develop an agreed framework of accountability for all levels and mechanisms to bring in transparency.

*(Para 1.5) (Action: DDMA, other concerned line departments, Civil Defence, Red Cross and local NGOs)*

## Chapter-2: Role of NGOs in Disaster Preparedness

### General Action Points for NGOs

- i. The potential of utilising existing organisational networks like SHGs, youth groups, farmers groups, village health committees, village education committees, etc for creating greater public awareness on strengthening disaster preparedness at the local levels can be explored by NGOs very effectively.

- ii. The NGOs can contribute immensely as facilitators to introduce the thematic expertise and good practices as well as results of action research, policy interventions and knowledge management in the implementation of government programmes through large social mobilisation exercises.

*(Para 2.1.2) (Action: INGOs, and National NGOs, UN Agencies, and other concerned agencies)*

### Role of NGOs for Persons with Disabilities (PWDs)

- i. When resource mapping is carried out, resources specific to PWDs should also be identified. These may include accessible disabled-friendly drinking water and sanitation sources, accessible disabled-friendly shelters, volunteers to provide physical and psychological support, rehabilitation centres, emergency healthcare and hospital services for injured persons, special schools or schools that include children with disabilities, etc. NGOs must address the specific needs of PWDs during the preparedness phase. They should prepare a resource inventory taking into consideration three areas of disability: physical, sensory (hearing, speech, vision) and mental or intellectual.

*(Para 2.2.4) (Action: INGOs, and National NGOs, UN Agencies, and other concerned agencies)*

- ii. During Preparedness phase, NGOs should advocate for participatory processes to plan for possible relief camp locations in the event of disaster. All locations including existing social

institutions such as schools, large halls, community multi-purpose centres or stadia that may be used as shelter sites, should be made accessible to all community members using the universal standard design of accessibility (such as building ramps, installing handrails, modifying water and sanitation sources and making other necessary disabled-friendly modifications) to ensure that the sites will be accessible to all. PWDs should be included in this participatory consultative process to ensure that their needs are adequately addressed.

*(Para 2.3.3) (Action: SDMAs, DDMAs, District Administration, Local Authorities, INGOs, and National NGOs, UN Agencies, and other concerned agencies)*

### Action Points for NGOs at National, State and District level

NGOs will play following roles for disaster preparedness at national, state, district and community level:

#### 1. At National Level:

- i. Facilitate formation of NGO taskforces and other task forces and participate in the same. They will advocate for formal and institutionalized engagement and develop protocols for consultative status with NDMA, Planning Commission, Finance Commission, National Executive Committee, SDMA, State Planning Boards, State Executive Committees and such other bodies, including nodal ministries/departments/agencies, on mainstreaming disaster

management concerns. They will also initiate appropriate mechanisms for mainstreaming DM concerns with corporate, financial & insurance bodies, professional associations, academic bodies, media and such other networks/associations.

- ii. Assist in developing and participate in GO- NGO Inter Agency Coordination mechanisms and participate in NDMA's NGO advisory Committee.
- iii. Assist in development, piloting, validation and updating of national level contingency and preparedness plans.
- iv. Facilitate and participate in training and mock drills of different stakeholders and facilitate detailed assessment of current needs and capacities at state levels.
- v. Establish linkages with authorities for hazard monitoring and provide last mile connectivity for early warning dissemination.
- vi. Facilitate & establish mechanisms for public information broadcasting before & during disasters; collect, manage & process data during & after disaster; and research & promote good practice development / adoption.

*(Para 2.3.4, Table 2.1) (Action: NDMA, Planning Commission, Finance Commission, National Executive Committee, UN Agencies, INGOs and National NGOs)*

#### 2. At State Level:

- i. Facilitate formation and participate in State level task forces; advocate for

- establishment of SDMA- NGO advisory Committee.
- ii. Assist in developing and participate in state level GO- NGO, Inter Agency Coordination mechanisms.
  - iii. Assist in development, piloting, validation and updatation of district level contingency and preparedness plans.
  - iv. Assist in development, piloting, validation and updating of state level disaster management plans.
  - v. Facilitate and participate in Training and mock drills of different stakeholders and facilitate detailed assessment of current needs and capacities at state levels.
  - vi. Establish linkages with authorities for hazard monitoring and provide last mile connectivity for early warning dissemination
  - vii. Facilitate, support & establish mechanisms for information dissemination before, during & after disaster; collect manage process & share data during & after disaster; and research & promote good practice development / adoption.

*(Para 2.3.4, Table 2.1) (Action: SDMA, State Executive Committee, State Planning Commission, State Finance Commission, UN Agencies, State level NGOs, National NGOs and INGOs)*

### 3. At District Level:

- i. Advocate for establishment of DDMA- NGO advisory Committee; and facilitate formation of district level task forces & participate in the same.

- ii. Assist in developing and participate in district level GO- NGO and inter agency coordination mechanisms.
- iii. Assist in development, piloting, validation and updatation of district level contingency and preparedness plans.
- iv. Facilitate training & mock drills of different stakeholders; and facilitate detailed assessment of current needs and capacities at district levels.
- v. Establish linkages with multiple stakeholders for hazard monitoring and provide last mile connectivity for EW dissemination.
- vi. Facilitate & establish mechanisms for public information dissemination before during and after disasters; collect, manage, process & share data during & after disaster; and research, develop, document and disseminate good practices for replicability and scale up.

*(Para 2.3.4, Table 2.1) (Action: State and local level NGOs working in the district, DDMA, local authorities as stipulated in DM Act, 2005, district level line government departments, Civil Defence, Red Cross and other concerned agencies)*

### 4. At Community Level:

- i. NGOs will form task forces; establish coordination mechanism & contingency planning at community level.
- ii. Conduct detailed assessment of current needs and capacities at community level and accordingly carry out training, simulation and mock drills.

- iii. Establish linkages with stakeholders for hazard monitoring and provide last mile connectivity for EW dissemination.
- iv. Facilitate, support & establish mechanisms for information dissemination before, during and after disasters; collect, manage, process & share data during and after disaster; and research, develop, document and disseminate good practices, including traditional coping strategies for replicability and scale up.

*(Para 2.3.4, Table 2.1) (Action: State and local level NGOs working among the community, DDMA and local authorities as stipulated in DM Act 2005, Block Office, Panchayat Office, Civil Defence, Red Cross and other concerned agencies)*

community level upwards, incorporating indigenous coping practices and identifying capacities of CBO and NGOs.

- iv. Action planning for disaster mitigation, based on local actions towards targetted achievements of avoidance of adverse impact of disasters through multi-stakeholder participation, should extend to participatory implementation and monitoring processes.

*(Para 3.3) (Action: NDMA, SDMA, DDMA, National and State Planning Commission, national and state level line ministries/department/agencies, local authorities, town planning bodies, INGOs, national, state and local NGOs)*

- 2. NGOs will play a role in identification of options and supplementary livelihood. They will be encouraged to work for water and sanitation; capacity building of construction workers, architects, engineers and builders in disaster resistant construction technique. NGOs will conduct awareness and sensitization of end users including homeowners, families, students, teachers, decision makers and users of buildings for disaster risk reduction in construction sector. NGOs will also be encouraged in to providing training to emergency response agencies and volunteers including CBO members.

*(Para 3.4, 3.5 and 3.6) (Action: NDMA, SDMA, DDMA, National and State Planning Commission, national and state level concerned line ministries/department/agencies, local authorities, town planning bodies, INGOs, national, state and local NGOs)*

## Chapter-3: Role of NGOs in Disaster Mitigation

- 1. NGOs will take up the role of facilitators to promote following components as disaster mitigation initiatives of developmental planning or disaster preparedness planning:
  - i. Multi hazard mapping, including development of different hazard maps at community levels and collating them for block, district and higher levels, using PRA, remote sensing and GIS based community information systems.
  - ii. Vulnerability mapping, including local level assessment covering geographical location, structures, occupations, living pattern, cultural practices etc.
  - iii. Capacity mapping, including identifying capacities from

- 3. During rehabilitation and reconstruction phases, NGOs should take care of

the needs of PWDs. When planning reconstruction by NGOs, they must assess whether houses, toilets and water sources are easily accessible to PWDs. Basic design standards for designing and planning buildings and utilities for PWDs, as per prevailing BIS codes, must be adopted while constructing new buildings and utilities by NGOs. In the absence of any BIS codes for any PWD friendly design, the best international standards of other countries should be referred. In existing individual or public buildings, NGOs should find possible solutions in making the houses, toilets and water sources accessible to PWDs.

*(Para 3.6.4) (Action: INGOs, and National NGOs, UN Agencies, and other concerned agencies)*

4. NGOs will have a direct role in the sensitization, orientation, education and training of most of the local stakeholders including public for disaster risk reduction, and an indirect role through advocacy for promoting education in disaster risk reduction in higher and specialized levels. NGOs can also influence formal education streams, and can take up informal education programmes in educating school children for disaster risk reduction.

*(Para 3.7) (Action: NDMA, SDMA, DDMA, national and state level concerned line ministries/department/agencies, CBSE and State Education Boards, State Education Department/s, Sarva Sikshya Abhiyan, INGOs, national, state and local NGOs)*

5. NGOs will complement and supplement the role of the National Institute of Disaster Management and the State Administrative Training Institutes already working in the area of disaster management capacity building in the government sector. Over time, the efforts should be consolidated into a collaborative knowledge management and capacity building initiative of the humanitarian sector.

*(Para 3.7.8) (Action: NIDM, State ATIs, National and State level Institutes of Public Administration, INGOs, national, state and local NGOs)*

6. NGOs will take up appropriate campaigns for climate change mitigation and adaptation. They will promote actions for reducing emissions, primarily in the urban and upper economic bracket communities. Initiative will be taken up by NGOs to promote adoption of processes, technologies and products among the communities that help the communities in surviving the inevitable level of climate change with minimal adverse impact, which may include water harvesting, grey water recycling, livelihood options and securities, micro-credit and micro-finance for livelihoods and other purposes, and micro-insurance. Further, NGOs need to work on management of natural resources through participatory and community based processes. For this purpose, NGOs can take up an important role in information dissemination to the public, and advocacy to local governments, corporations, institutions, development

agencies, office bearers and policy decision makers.

(Para 3.8) (Action: NDMA, SDMA, DDMA, Ministry of Environment & Forest, State Department of Environment and Forest, Central Pollution Control Board, State Pollution Control Board, national and state level concerned line ministries/department/agencies, INGOs, national, state and local NGOs)

7. NGOs will play a role in facilitating active participation of all stakeholders for community capacity building and resilience, including community based organisations and community groups in the emerging techno-legal and techno-financial framework for disaster risk reduction.

(Para 3.9.5) (Action: NDMA, SDMA, DDMA, Local Authorities, INGOs, national, state and local NGOs)

8. NGOs will play a critical role in insurance promotion and facilitation of linkages between insurance companies and communities to maximize the scope of insurance as risk reduction measure.

(Para 3.9.7) (Action: NDMA, SDMA, Ministry of Finance, IRDA, Public & Private Sector Banks and Insurance agencies, INGOs, national, state and local NGOs)

9. NGOs will support in the local outreach of NCRMP, NERMP and other national and state level mitigation projects and will play a facilitation role in linking the techno-legal dimension of the projects with local community needs through mobilisation, advocacy and direct implementation of activities.

(Para 3.9.8) (Action: NDMA, SDMA, DDMA, State level line Govt. Departments, Local Authorities, INGOs, national, state and local NGOs)

10. At the district and sub-district levels, local NGOs will be associated in all development schemes along with the designated implementing agency for integrating disaster risk reduction issues. Documentation and promotion of good practices among the community will be coordinated by NGOs. The international trends and approaches can also be capitalised upon through many NGOs that play a role of linking with the international community. The need of the hour is to develop a coordinating mechanisms incorporating all the NGOs active in this field along with the government machinery so that all the efforts are institutionalised within a system to ensure maximum utilization of available resources equitably.

(Para 3.10.2) (Action: NDMA, SDMA, DDMA, State level line Govt. Departments, Local Authorities, INGOs, national, state and local NGOs)

## Chapter-4: Role of NGOs in Disaster Response

- i. Role of NGOs towards PWDs during Immediate Response : During the immediate response phase, NGOs must take special care to attend to the needs of the disabled. Apart from the provision of relief entitlements, many of the disabled may require specific emergency health care support and in

some cases even psychosocial care and support. At the local level, NGOs can prepare resource inventories taking into consideration three areas of disability: physical, sensory (hearing, speech, vision) and mental or intellectual.

*(Para 4.3.3) (Action: SDMA, DDMA, Local Authorities, INGOs, national, state and local NGOs, SDRF, NDRF and Other Search & Rescue agencies)*

- ii. Future GO-NGO coordination and collaboration agenda must effectively consider coordination with NGOs and CBOs in the dissemination of early warnings, alerts and evacuation with mobilization of community, livestock and life-survival materials to safer zones.

*(Para 4.3.4) (Action: NDMA, IMD, SDMA, Regional Units of NDRF, SDRF, Department of Disaster Management, DDMA, State level other concerned line Govt. Departments/Agencies, Local Authorities, INGOs, national, state and local NGOs)*

- iii. Sharing Needs Assessments, Operational Policies and Priorities for Response by GO-NGO through the National or State NGO Task Forces and progressive validation will become an essential element of coordinated response in future disaster situations.

*(Para 4.3.4) (Action: NDMA, SDMA, Department of Disaster Management, DDMA, State level other concerned line Govt. Departments/Agencies, Local Authorities, INGOs, national, state and local NGOs)*

- iv. Community-based management and governance of services in disaster-prone areas will be encouraged by NDMA, SDMAs and DDMA as one of the most preferred approaches to create an enabling environment for disaster related contingency planning, response and long term risk reduction.

*(Para 4.3.4) (Action: NDMA, SDMA, Department of Disaster Management, Department of Panchayat Raj, State level other concerned line Govt. Departments/Agencies, DDMA, Zilla Parishad & Other Panchayat Raj Institutions, Local Authorities, INGOs, national, state and local NGOs)*

- v. GO-NGO coordination platforms like the National NGO Task Force on Disaster Management or State NGO Task Forces on Disaster Management will work out in advance Long Term Agreements with vendors for the emergency supply of relief supplies and work out modalities with PRIs to endorse or validate beneficiary lists, especially in cases where disasters have destroyed family documents such as BPL cards, ration cards and other identity cards in order to ensure no exclusion takes place and the most vulnerable are assisted.

*(Para 4.3.4) (Action: NDMA, SDMA, Department of Disaster Management, Revenue & Land Record Department, Supply & Public Distribution Department, Department of Panchayat Raj, State level other concerned line Govt. Departments/Agencies, District Administration, DDMA, Zilla Parishad & Other Panchayat Raj Institutions, Local Authorities, INGOs, national, state and local NGOs)*

- vi. DDMA will establish district level task forces for surveillance regarding water, sanitation and food security with sensitivity to the most vulnerable communities. SDMAs and DDMA will establish state and district level resource centres with the help of NGOs to provide technical support about quality, accountability and transparency in the assured distribution of appropriate entitlements, along with dissemination of information on entitlements and regular updating of policies, regulations, etc.

*(Para 4.3.6) (Action: SDMA, Department of Panchayat Raj, State level other concerned line Govt. Departments/Agencies, District Administration, DDMA, Zilla Parishad & Other Panchayat Raj Institutions, Local Authorities, INGOs, national, state and local NGOs)*

- vii. NGOs involved in immediate response should identify PWDs in advance during preparedness. If they have not been already identified, special efforts must be made to identify people with disabilities and special needs immediately after disaster. Emergency search and rescue personnel must have knowledge on how to adapt search and rescue techniques to find and safely evacuate persons with different types of disabilities.

*(Para 4.4.1) (Action: SDMA, DDMA, Local Authorities, INGOs, national, state and local NGOs, SDRF, NDRF and Other Search & Rescue agencies)*

- viii. PWDs and other vulnerable groups are often more vulnerable to physical, sexual and emotional abuse when

staying in shelters or camps due to their reduced ability to protect themselves or understand the situation. For this reason, NGOs involved relief camp management should orient relief staff and volunteers on ways to mitigate the risk of such situations. Some PWDs are more vulnerable to undernourishment in emergency situations due to difficulty in accessing rations, difficulty in eating rations, insufficient food quantities or poor reserve energy and pre-disaster general health conditions. NGOs distributing food relief should assess the PWD-specific needs for food relief in their area and make necessary arrangements to meet such needs.

*(Para 4.4.2) (Action: SDMA, DDMA, District Administration, Local Authorities, INGOs, national, state and local NGOs)*

- ix. All individuals including PWDs should be informed about the water sources and sanitation facilities available in relief shelters or camps and should be provided with information on prevention of water and sanitation related diseases. Tube wells, hand pumps and water carrying containers should be designed or adapted for access to water quickly and easily. Temporary toilets in camps and shelters must be gender-disaggregated. If PWDs are denied equal access to water sources or latrines due to discrimination, it may be necessary to monitor access or form separate queues.

*(Para 4.4.3) (Action: SDMA, DDMA, District Administration, Local Authorities, INGOs, national, state and local NGOs)*

- x. NGOs involved in response phase should identify health problems as the first step towards responding to health needs of PWDs or people at risk of developing disability. PWDs should be referred to appropriate specialists in nearby medical centers. A referral procedure using existing resources should be used. Where referral centres will not be available during response phase, NGO should find resource persons who may be able to provide basic care to PWDs (exercises, proper positioning for individuals with physical disability to prevent deterioration in movement, etc.).
- 2. Through creating Task Forces, NDMA would establish appropriate entry points for the NGOs to provide their inputs to the planning processes of the concerned Ministries, Departments and Institutions such as the Planning Commission; Ministries of Rural development, Urban Development and Panchayati Raj; Department of Science and Technology; and any other Government entity that NDMA would recommend. Similarly, while NDMA develops any Guidelines, representatives of the Taskforces shall be included in the concerned Core groups.

*(Para 5.3.3) (Action: NDMA)*

*(Para 4.4.4) (Action: SDMA, DDMA, District Administration, District Medical Officer, Local Authorities, INGOs, national, state and local NGOs)*

## Chapter-5: Institutional Mechanisms

1. The NDMA, SDMAs and the DDMAs will have the flexibility to decide the nature of consultation from NGOs and shall exercise their discretion in short-listing NGOs, CSOs and faith-based organisations who may be invited to participate in appropriate coordination mechanisms. While short-listing the agencies, their proven track record and past work in the field of DM will be the criteria for selection.

*(Para 5.3.1) (Action: NDMA, SDMA, DDMA, INGOs, national, state and local NGOs)*

3. The State level IAGs or State Level NGO Task Force on DM shall comprise of state level NGO members. Though there would be autonomy for this group to work as per the state requirements, it shall be guided by the non-negotiable principles and core commitments. The SDMAs will ensure that membership is inclusive of all the relevant humanitarian groups. When there is a need to raise any policy level concerns leading to major decisions, the IAG may decide to constitute a small advisory group that could work with the Government on specific issues.

The IAG or State Level NGO Task Force for DM will incorporate SDMA representation and facilitation in its functioning. The SDMA will designate an officer to the IAG or State Level NGO Task Force for DM from the concerned

department such as the department of Disaster Management, Department of Relief and Rehabilitation, SDMA or a representative of the DM Faculty in the ATI.

(Para 5.3.5) (Action: SDMA, State level NGOs)

4. At the District level, through mutual consultations, the District Collector or the CEO of the DDMA will initiate the process for setting up an IAG or District Level NGO Task Force comprising of members of district level NGOs. The functioning of IAG or District Level NGO Task Force at district level, though autonomous, shall be guided by similar non-negotiable principles and core commitments. A mechanism for representation in and coordination with state and community levels shall be established to avoid overlaps and confusion. The district level process will also incorporate DDMA representation in the IAG or the District Level NGO Task Force. DDMA will work closely with other government bodies in the areas of common interest and nominate members to the IAG or the District Level NGO Task Force of DDMA.

(Para 5.3.6) (Action: DDMA, District level NGOs)

## Chapter-6: Mainstreaming DRR in Development

1. Ongoing schemes and projects of the Ministries and Departments of GoI and State Governments, as well as of all Government agencies and Institutions,

including Public Sector Undertakings, will be selectively audited by designated government agencies for ensuring that they have addressed the disaster risk and vulnerability profiles of the local areas where such schemes and activities are being undertaken.

At conceptualization or funding stage itself, the development schemes will be designed with consideration of any potential hazardous impact associated with it and incorporate measures for mitigation of the same.

All the development schemes will be pragmatic, incorporating the awareness of local disaster risk and vulnerability, and ensuring that the schemes have addressed these concerns and included specific provisions for mitigating such disaster concerns; and

The SDMAs and DDMAs will ensure that all the disaster relief and recovery programmes and projects that originate from or are funded by any agency satisfy developmental aims and reduce future disaster risks.

(Para 6. 2.1) (Action: NDMA, SDMA, DDMA, National and State Planning Commission, national and state level other concerned line ministries/department/agencies, local authorities, town planning bodies, INGOs, national, state and local NGOs)

2. NGOs should have a clear cut policy on disaster risk reduction issues, which commit that their developmental projects are protected from disasters and do not inadvertently or advertently become the cause for any future

disasters. Similarly, their disaster recovery projects should be part of normal development and should not increase people's further vulnerability to disasters.

NGOs translate their organizational goals and policies into detailed strategies. At this phase of detailed strategy formulation NGOs should also ensure integration of DRR by taking their in-house and external stakeholders into confidence.

Generating knowledge and building capacity on DRR at all levels is the key to main stream DRR into development process. NGOs can play an important role in this process. A few key steps for knowledge building could be: Information Management, Knowledge creation, Knowledge application and Knowledge sharing.

NGOs, besides acting as facilitator for capacity building, also need to enhance their own capacity for institutionalising DRR. Until NGOs enhance their technical and managerial capacity of mainstreaming DRR into Development projects, their projects will never be integrated with DRR concerns. The managerial staff of NGOs needs to realise why DRR must be integrated and the NGOs technical staff needs to understand how to integrate DRR into their developmental projects.

Locational aspects of development projects decided on the basis of hazard & vulnerability analysis of a given area should be a part of the risk reduction

strategy of NGOs. They must know where to locate their development project. NGOs should conduct a hazard and vulnerability analysis of a given area and take the results into consideration while deciding the physical locations of their developmental projects.

NGOs have the opportunity to integrate DRR during management of various phases of their project cycle. In a project cycle, the typical phases consist of Project Conceptualisation, Appraisal, Financing, Implementation and Evaluation. In between the phases of conceptualization and appraisal, NGOs have opportunities of looking at the project from the DRR point of view. They can verify that their project does not increase vulnerability to any disaster and assess the opportunity to see if their project can be a means of reducing any risk of future disaster.

Collaborations of GO-NGO, NGO-NGO and Local NGO-INGO should also be considered as another window of opportunity for mainstreaming DRR into Development Process.

*(Para 6. 3) (Action: UN Agencies, INGOs, national, state and local NGOs)*

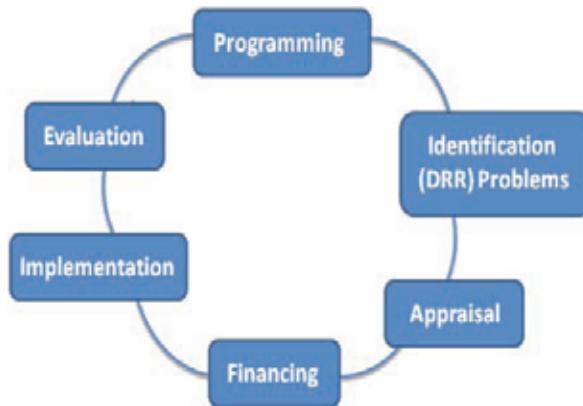
3. Good Governance and management is important to ensure effective mainstreaming of DRR. Following will be a few suggestive ways to mainstream DRR through Good Governance by NGOs:
  - Develop clear understanding on existing policies and act that are laid by the government to address

- the issues pertaining to disaster management and its implication on DRR.
- Facilitate establish linkage and develop understanding on various aspects of human induced climate change effects and how it can be curbed through different policy intervention.
  - Good Governance requires political commitment, which was endorsed through DM Act 2005 and policies thereby. Therefore the elected representatives at all level need to know the DM act and policies. CSOs can facilitate creating conceptual clarity on DRR and its relevance within the ambit of DM act and policies among elected representatives at local and state level through various innovative methods by using press/media or interface.
  - Advocacy and awareness for improved mainstreaming of DRR into development.
  - Facilitate discussion at local governance bodies, e.g, panchayat or traditional self-governance bodies like tribal/village councils etc on relevance and exigencies of DRR and the process of its integration into various sectors; facilitate vulnerable community perspective to be heard in local governance institutions so that the decisions positively influences in building safer and resilience community and assets.
  - Sensitise elected representatives on issues of DRR and its integration; creative intervention of political actors will take away the structural barriers that inhibit the DRR mainstreaming (e.g. Budget allocation to each sector for DRR measures).
  - Advocate, facilitate and support on capacity building of government officials on DRR mainstreaming at executive levels; so that various line departments can integrate DRR into planning.
- (Para 6. 6) (Action: NDMA, SDMA, DDMA, Ministry of Panchayati Raj, State Department of Panchayati Raj, Planning Commission and State level Planning Boards, Finance Commissions of Centre and State, national and state level other concerned line ministries/department/agencies, local authorities, town planning bodies, INGOs, national, state and local NGOs)*

# Annexure

## Project Cycle Management Planning as a Tool for Mainstreaming Disaster Risk Reduction

The project cycle management design given below depicts sequences of various project components and how they are interrelated. The general project management tool holds good for mainstreaming the DRR in project planning; however, the identification of issues for DRR that the project is going to address, holds the key to the design the project. Following issues of DRR may be identified in various steps of project planning.



Source: - (*Project Cycle taken from John Twigg's Tools for Mainstreaming DRR*

### Steps of Planning

Situation Analysis	<ul style="list-style-type: none"><li>Assess the situation from DRR perspective through PDRA(participatory disaster risk assessment-community perspective): steps are: preparation, hazard assessment, collate information through interview, action planning</li><li>Stakeholder Analysis</li><li>Problem analysis</li><li>Environmental analysis</li><li>Economic rationale of the project</li><li>Scoping national level and capacity analysis</li><li>Assessment of standards(e.g. construction standard, landuse plan, building code legislation), implementation capacity of the main implementing partners</li></ul>
Project Planning Matrix	<ul style="list-style-type: none"><li>Purpose/Objective Analysis(DRR objectives)-identify achievable solutions</li><li>Strategy analysis-to be used for goal/ objective attaining</li><li>Project components-activity/ implementation schedule</li><li>Inputs/cost</li><li>Organization management structure/ procedures</li><li>Performance indicators of staff</li><li>Finance management</li></ul>

Feasibility/Sustainability	<ul style="list-style-type: none"> <li>• Finance viability</li> <li>• Adoption of relevant standard and technology by the community and other stakeholder at local level</li> <li>• Participation and ownership by the community and equitable benefit</li> <li>• Gender equity and targeting vulnerable groups</li> <li>• Backed up by government policy/legal instrument</li> <li>• Participation and acceptance of local governance institutions</li> <li>• Negating/nullifying the impact of risk through appropriate risk finance measures</li> </ul>
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Some key elements of monitoring and evaluation in DRR projects are as follows:

- i. Design monitoring and evaluation systems carefully from the start of the project, with clear, measurable indicators of impact, not simply of activity. Indicators should cover both quality and quantity, and should assess processes followed as well as impacts achieved.
- ii. Targets and Indicators should be based upon a baseline survey. This survey should measure the starting level of the parameters which are expected to change. E.g., if a project is designed to reduce loss of life or property damage, some record of recent losses as a result of disaster should be obtained. A repeat survey at the end of the project (assuming a hazard of comparable size has again impacted the community!) will show if these key parameters have changed. (Note: Attribution is not always easy – i.e. confirming that a particular observed change has been caused by the project activities. Note also that the hazard may not reappear during the life of the project, so impact has to be demonstrated via proxy indicators.)
- iii. Baseline surveys should include community-level risk assessments, to determine the vulnerabilities and capacities of the community. Evaluations later on can then repeat the risk assessment to see if risk has indeed been reduced.
- iv. Breadth of participation in an evaluation should be as wide as possible. The community itself, in particular the most vulnerable groups, should have the opportunity to express their views in a focus group, and/or using PRA tools. Interviews should also be conducted with Govt officials, project staff (field and HQ), community leaders and possibly other NGO's working locally. Allow adequate time for these interactions to take place, plus time to read project documents
- v. Balanced assessment teams are needed. They should consist of a mixture of external specialists

- and internal representatives, ideally including staff and local people. Evaluation should not rely upon one external expert. A team is better, with gender balance, and technical knowledge of the different sectors of project activity. Evaluators should use qualitative and quantitative methods and have knowledge of local geography, society, culture and institutions.
- vi. The ultimate goal of DRR projects is usually Resilient Communities. J.Twigg has identified a comprehensive list of characteristics in a community which will give it disaster resilience.
- vii. Evaluation should include some measure of impact upon local Govt policy and practice. DRR projects should ideally include some interaction with Govt. and indicators should be included to assess impact.
- viii. Evaluation should measure change in skills and attitudes, not just in physical structure.
- ix. Be creative! In the absence of good baselines, community perception of “most significant change” is one way of evaluating success of the project.

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