

DIPECHO Projects in Bihar & Uttar Pradesh

Comparative Analysis Report



EUROPEAN COMMISSION



Humanitarian Aid



**Malteser
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Sahbhagi Shikshan Kendra
A Centre for Participatory Learning



UNNATI
Organisation for Development Education

DIPECHO Projects in Bihar & Uttar Pradesh

Comparative Analysis Report

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Background

ADRA Germany/ADRA India (ADRA) and Malteser International (MINT) with their implementing local partner Sahbhagi Shikshan Kendra (SSK) are amongst the eight partners of ECHO in India, implementing the “Fifth DIPECHO Action Plan” adopted by ECHO for South Asia. Following the objectives of the decision, the two organizations have been implementing the projects in two of the most disaster prone zones and helping the vulnerable communities to strengthen their resilience and coping capacities. The projects are based on the premise that hazards cannot be prevented completely, but their impacts can be minimized through proper preparedness and improving response mechanism at local, district and national level.

ADRA and MINT being committed humanitarian agencies are familiar with increasing trend of disasters, which have created vicious cycle of poverty, vulnerability and helplessness for billions of poorest of poor across the globe by regularly eroding development gains and increasingly posing newer risks and threats to marginalized population.

ADRA Germany is implementing its development and emergency response projects in India through the officially registered NGO ADRA India. The purpose of ADRA's Emergency Management Sector is to facilitate working with communities to build their resilience to adverse events, prepare them to respond to emergencies, meet their basic needs after an emergency and assist them to recover from the event. This means that reducing the risk a disaster poses; mitigating the impact of it on communities and building the resilience of communities are recognized as key aspects of priority in ADRA's emergency management strategy.

ADRA is implementing the project in 18 villages of Begusarai district of Bihar. In the same cluster of villages, ADRA had implemented a flood recovery project, funded by ECHO under its Ad hoc decision, following the massive floods of 2007.

Malteser International is implementing projects in India since 1989 in

partnership with local NGOs. The focus has been on the provision of relief and rehabilitation assistance following natural disasters. Over the years Disaster Preparedness has become a major focus in rehabilitation and development interventions of MINT in India as well as on the regional level. MINT and Sahbhagi Shikshan Kendra (SSK) is implementing this project in 8 Panchayats of 2 blocks in Bahraich district of Uttar Pradesh. Prior to this project, Malteser had implemented an ECHO funded flood recovery project, under its Ad hoc decision, in 5 of these 8 Panchayats.

Both – ADRA Germany and Malteser International, are members of the Germany's Relief Coalition Aktion Deutschland Hilft (ADH), formed in March 2001 by ten renowned German humanitarian aid organizations, and hence they committed to coordinate their work wherever possible. The coalitions aim is to combine their members' individual knowledge, experience and resources to provide fast and more efficient relief after major disasters and emergencies.

In its decision DIPECHO emphasized upon cooperation, exchange of information, capacity building, training and advocacy at national and regional level. By virtue of membership to Aktion Deutschland Hilft, ADRA and Malteser found it conducive to have closer coordination, sharing and cross learning between the two projects. This study had been planned from the beginning of these projects with the intention of comparing the approaches of the two organizations for cross-learning and wider dissemination.

1. Fifth DIPECHO Action Plan for South Asia

DIPECHO (which stands for Disaster Preparedness ECHO) is a programme set up by DG ECHO in 1996 to improve the capacities of communities at risk to better prepare and protect themselves. Since the inception, ECHO has invested more than €180 Million in disaster preparedness through DIPECHO Action Plans. The Fifth Action Plan was adopted in 2009 for a period of 18 months, which would end in 2010.

The objectives of the 5th Plan are presented below:

Principal objective : To reduce the vulnerability of South Asian populations living in areas most affected by natural disasters.

Specific objective: To support strategies that enable local communities and institutions to better prepare for, mitigate and respond adequately to natural disasters by enhancing their capacities to cope and respond, thereby increasing resilience and reducing vulnerability.

ADRA and MINT suitably incorporated the spirit of the objectives to fit into the context of the target project areas and thereby contribute in achieving the overall Principal and Specific objectives.

2. DRR Policy Environment in India

The Government of India (GOI), in recognition of the importance of Disaster Management as a national priority, set up a High-Powered Committee (HPC) in August 1999 and also a national committee after the Gujarat earthquake, for making recommendations. On 23 December, 2005, the Government of India (GoI) took a defining step by enacting the Disaster Management Act, 2005, which envisaged the creation of the National Disaster Management Authority (NDMA), headed by the Prime Minister, State Disaster Management Authorities (SDMAs) headed by the Chief Ministers, and District Disaster Management Authorities (DDMAs) headed by the Collector or District Magistrate or Deputy Commissioner as the case may be, to spearhead and adopt a holistic and integrated approach to DM. There will be a paradigm shift, from the erstwhile relief-centric response to a proactive prevention, mitigation and preparedness-driven approach for conserving developmental gains and also to minimise losses of life, livelihoods and property.

DM In Bihar: The GOI enacted the DM Act in 2005 and recommended that each department of every State government makes provision for disaster management in its plan. The State of Bihar had enacted the DM Act well before the Central government, in the year 2004. According to this Act also, each Municipality and Panchayat was

supposed to prepare DM plan. The Act recommends that in order to mitigate disaster risks, disaster management should not be viewed separately from the development programmes. Rather it should be implemented as comprehensive and multi-dimensional activity.

The DM Policy document of the Bihar government underlines the changing pattern of disasters and therefore inadequacy of any single ministry or department to manage disasters alone and hence the need of a collaborative approach, including the efforts being made by NGOs. Bihar is vulnerable from floods, droughts, earthquakes, cold waves, heat waves, fire and river erosion, but floods pose the maximum threat.

D.M. IN U.P. : Disaster Management Act was adopted by the U.P. Government on 10th August 2005, even before it was enacted by the Central Government. The Act entails roles and responsibilities of various government departments and makes the State government accountable towards the population vulnerable to disasters. The Act makes the State government responsible for DP and DRR, and appropriate relief, recovery and rehabilitation of the disaster affected population through an autonomous body. Following the provision of the Act, Uttar Pradesh Disaster Management Authority (UPDMA) was constituted under the chairpersonship of the Chief Minister.

The DM Act as well as rules framed by the UPDMA acknowledge the significant role played by non-government organizations, identify them as one of the stakeholders (duty bearers), and create scope for them to coordinate with the government on disaster management. The Act describes in detail, the duties and responsibilities of different key positions and departments, such as CEO of the UPDMA, Relief Commissioners, District Magistrates, Security Forces, Civil Society Organizations and so on.

¹ National Policy on Disaster Management

² <http://disastertgmt.bih.nic.in/Manual%20&%20Guideline/Standard%20Operating%20Procedures.pdf>

3. About the Study

3.1 Rationale

ADRA and MINT as implementer of DIPECHO under the Fifth Action Plan and as members of the “Aktion Deutschland Hilft”, decided at the planning stage of DIPECHO to sustain the coordination throughout the life of the project for mutual learning and sharing. A number of activities, such as cross-visits, sharing etc. were planned to continuously learn from each other. To understand the strengths of this coordination and impact of such initiative a joint study was planned at the proposal development stage to document the common lessons learnt.

3.2 Scope of the Study

The study is based on the assumption that the two organizations adopted different approaches to address similar common problems of risk and vulnerability of the most marginalized people, in two different geographical contexts. The comparative study analyses the strengths and challenges of two different approaches and makes recommendations on good practices, which can jointly be adopted by both the organizations for similar future interventions. The study was planned at the outset to analyse unique organizational approaches addressing risk and vulnerability in different geographical contexts, assess the strengths and areas of improvements and come up with a compilation of good practices for three purposes, i.e.,

1. Improving the ongoing project through cross-learning and exchange of good practices
2. Coming up with recommendations on good practices for future DIPECHO Action Plans
3. Presenting examples of good practices to other similar actions for replication

3.3 A Brief about the Projects and the Areas

ADRA is implementing the project entitled, “*Building the capacity of communities in Disaster Preparedness through a multi-hazard approach in Bihar, India*” in 18 villages of Garhpura, Nawakothi and

³ <http://rahat.up.nic.in/actrules/acthindi.pdf>

⁴ <http://rahat.up.nic.in/actrules/authorityrules-final.pdf>

Bakhri Blocks of Begusarai District. The project with duration of 15 months commenced on 15th June 2009 and will be completed on 14th September 2010.

Bihar is prone to multiple and recurrent disasters including flood, drought, tornado, earthquake and fire. Floods, being almost an annual phenomenon, are the most severe disaster. It is India's most flood-prone state, with 76% of the population in the North Bihar living under the recurring threat of flood devastation. The plains of North Bihar have recorded the highest number of floods during the last 30 years. In the years 1978, 1987, 1998, 2004 and 2007 Bihar witnessed high magnitude of flood. The total area affected by floods has also increased during these years. Begusarai is one of the multi-hazardous districts of Bihar.

MINT and Sahbhagi Shikshan Kendra (SSK) have been implementing the project entitled *“Mainstreaming Disaster Risk Management into local development processes for Uttar Pradesh”* directly in 8 Panchayats of Kaiserganj and Jarwal Blocks of Bahraich District, Uttar Pradesh and through six partner NGOs in another 12 Panchayats for result 3. The project commenced on 15th June 2009 and will be completed on 14th September 2010.

Uttar Pradesh with an estimated population of 190 million inhabitants is India's most populated state. Huge parts of Uttar Pradesh are located in the “flood plains”, where floods occur almost every year. According to The State Irrigation Department 21 of 70 districts of the state are flood affected. On an average more than 21.1 million people are annually affected by flooding. This is causing an average yearly economic loss of estimated 72 million EUR, which is a serious blow to a state having the lowest Human Development Index among all states in India.

Sarju and Ghaghra are the major rivers in Bahraich District causing annual floods. The project area in particular is characterized by very high annual flooding. In addition to floods, water logging is increasingly becoming a major problem of the area, forcing the people either for long-term displacement or for distress migration. The target population is mostly living between the river and the flood protection

embankments built in the 50ies and 60ies, an area especially prone to flooding.

Resilience to effects of flood is extremely low as due to recurring disaster people seldom have capacity to build up resources. Coping strategies are limited to fleeing the area early not to be caught by flood which comes mostly without specific warning.

4. Comparative Analysis

Result 1:

ADRA: Preparedness structural strengthening measures and mitigation activities are integrated in the local development process and the local authorities and communities get strengthened to cope up with future disasters.

MINT: Local communities and Panchayati Raj Institutions developed capacities for risk assessment and integrate DRR concerns in their development plans

The Planning Process

Both the projects were continuum of flood relief projects, implemented under ad hoc decision of ECHO. Therefore, both the organizations had the advantage of an understanding of the area, established rapport with the communities and other stakeholders and also the understanding of needs with regards to disaster preparedness. This was found useful in carrying out participatory proposal development for the DIPECHO projects. Some of the villages, not covered under relief phase, were added during DIPECHO project. In such villages, implementation was initially slower than the other villages.

Village Disaster Preparedness Committees (VDMC), formed by ADRA while implementing relief project, helped ADRA in ensuring wider consultation in each village to identify the risk sources, causes of vulnerability, traditional coping mechanism, SWOT analysis of available resources, including government services and then to map out the gaps for planning effective DP interventions. Participation of the most vulnerable groups, e.g. women, elderly, disabled and socially & economically marginalized (Mushahar community) was ensured in the village consultative meetings. ADRA also consulted

representatives from the village, Block and District level, including Mukhiya (Elected Panchayat Head), opinion leaders, Panchayat leaders, Block Development Officer, Additional District Magistrate (ADM), Sub-Divisional Magistrate (SDM), Education Officer and District Animal Husbandry Officer. All these people have some role to play in disaster response and preparedness and therefore provided useful insights to design project interventions.

Likewise MINT in partnership with, Sahbhagi Shikshan Kendra (SSK) carried out detailed and participatory consultation process, through a planning workshop held in November 2008. The participants included Task Force members created by SSK, government officials and Citizen Leaders. Representatives from the Panchayat, block and district level and members of the Task Forces created by UNDP and members of the District Disaster Management Cell, also participated in the workshop. The planning process was further strengthened through review of secondary sources, meetings with SDMA, PRA exercises at hamlets level and FGDs.

The planning process of both the organizations was participatory and ensured wider consultation. On the one hand, it was based on participation of the beneficiaries, and on the other, included wider group of stakeholders. The government officials were consulted to understand their expectations from the project and that helped in securing their participation through the project management cycle. The planning process helped in establishing coordination mechanism from the very outset. The involvement of the stakeholders from the government was a good strategy and certainly presents a replicable model.

The proposals were developed with proper understanding of the context and existing policy environment. The strategies were envisaged accordingly so that they could fit into wider policy spectrum. Both the proposals followed the norms laid down under the DM policies of the respective State governments. Because of this, it was far easier to create linkages with different government departments, provide legitimacy to village institutions and help them to become sustainable through linkages. This is another good practice

of the project, which can be replicated. A reference to HFA is recommended, to both the organizations in future proposals.

It is recommended that the planning workshops should be organized closer to the villages, so that most vulnerable people, such as elderly women, single women, disabled, etc. could also participate. Similarly, the participation of cross-section of people should not be taken as success indicator. It is equally important to get views from all participants.

ADRA held individual meetings with key government officials to explain the project strategy. Through this approach, ADRA got inputs from them in the design and also secured their involvement and coordination in the implementation process.

Linkage with NDRMP :

The National Disaster Risk Management Programme (NDRMP) was launched by the Government of India in partnership with UNDP in 2002 for a period of five years, with the aim of contributing towards the social and economic development goals of the national government and enabling 12 State Governments, including U.P. and Bihar, to minimise losses of development gains from disasters and reduce vulnerability. It also aimed at demonstrating a sustainable model for mainstreaming of disaster risk management at all levels with focus on district and community level activities.

ADRA and MINT realized that they were not starting the DP activities from scratch. Both target districts had been covered under the NDRMP and the activities therein had been implemented. Therefore, both the organizations did an analysis during the planning stage to understand the gaps in implementation of the NDRMP activities. It was identified that despite of being a very good plan, it was poorly implemented at least in the target villages of the two organizations. The Task Forces existed either on paper or comprised of the members who did not live in the villages. Therefore, they were less informed on risk and vulnerability of the villages, and also had less interest and involvement in village disaster contingency plans. The village contingency plans were almost non-existent and there were huge gaps in the information level of the communities.

Given the weak implementation, the two organizations planned to do the activities afresh while adhering to the norms laid down under the plan. Meetings with the State Disaster Management Authorities and State offices of UNDP were held in this regard.

Under the NDRMP, Ministry of Home Affairs, GOI came up with a National Disaster Management Framework (NDMF), which inter alia also contains the Areas of Intervention. The table below mentions only those areas of interventions which could have been incorporated in an NGO response. The remaining areas fall in the jurisdiction of District, State and National authorities:

| Areas of intervention | ADRA | Malteser |
|---|----------|----------|
| Multi Hazard vulnerability mapping | √ | √ |
| Risk & vulnerability awareness campaign | √ | √ |
| Strong social mobilization and awareness campaign | √ | √ |
| Increased participation in decentralized planning | √ | √ |
| Disaster appraisal to be integral component of the development plan | Somewhat | Somewhat |
| Identify and prepare mitigation projects for inclusion in the development plans | Strongly | Strongly |
| Panchayats to disseminate early warning through DMT | √ | √ |
| Enhanced community capacity to respond effectively to disasters | √ | √ |
| Awareness generation of local communities | √ | √ |
| Capacity building of local communities through mock drills, rehearsals | √ | √ |

Implications of having local partnership

ADRA India is a registered NGO in India and operating here since 1992 with a strength of 170 full time staff and approximately 300 volunteers. ADRA India has an extensive set-up, outreach and capability to implement projects on its own without local partnership. Accordingly this DIPECHO project was also directly implemented by ADRA India, by setting up a Field Office in Begusarai.

MINT has been implementing projects in India since 1989 through partnership with local NGOs only in 5 states. At present it has only one Expatriate in India, managing DIPECHO from the only country office in Lucknow. Its involvement in project implementation cycle is largely confined to providing technical support and guidance, while micro-planning and implementation are largely done by the implementing partner, which is SSK in this case.

Both the approaches have had the advantages and disadvantages. However, project implementation becomes smoother and more sustainable if a strong local partnership could be developed. A local organization is also better placed to take up advocacy issues than an international organization.


Stakeholders:

Both the organizations did splendid work in terms of identifying all the stakeholders, necessary for effective project implementation, and ensuring long-term sustenance of the project outcomes through linkages. Quite a few stakeholders were identified at the planning stage and they also participated in the planning process. The remaining stakeholders were identified during early stage of implementation. Stakeholders were identified keeping following factors into consideration:

1. Those responsible for development and DRR activities in the villages
2. Those who could have influenced the development and DRR activities in the villages
3. Key officials' part of disaster relief and disaster preparedness structure as envisaged in the NDRMP.

The list of identified stakeholders included: Village Panchayats, Mukhiya, Gram Pradhan, Panchayat Secretary, Pachayat Samiti Pramukh, ICDS Sevika and Sahayika, Lekhpal, Ward Members, Auxiliary Nurse Midwife, Disaster Clerk, Post Office, Police Station, CBOs, Primary Health Centres, Block Development Officer, Circle Officer, Block Agriculture Office. District Agriculture Officer, Animal Husbandry Officer, Press (Media), Zila Parishad Member, District Magistrate, Additional District Magistrate, Sub-Divisional Magistrate, District Information Officer. Tehsildar, Assistant Commissioner – Social Security, Deputy Development Commissioner and District Disaster Management Cell.

Many of these stakeholders were identified by the communities through the Resource Mapping exercise while ADRA and MINT facilitated the process. Some of the identified stakeholders were invited to participate in the planning exercise and also in



implementation. Individual meetings were held with others, particularly with district level stakeholders to explain them the components of the project and the roles expected from them in effective implementation. Stakeholders were identified keeping into consideration that they could have helped in mainstreaming of DRR features in development work and making the disaster response more efficient.

The stakeholder's identification process was impressive. It was largely done by the communities with facilitation from the organizations. The people knew where the barriers in claiming their rights and entitlements were. Accordingly they identified the stakeholders. ADRA, MINT and SSK did splendid work to establish rapport with the identified stakeholders and also to ensure their engagement in the implementation process.

A DRR and DP project cannot be implemented in isolation, particularly in a country like India, where there are plenty of policy provisions. The projects made judicious use of the policy provisions to create linkages and thereby to get synergy effects. The limited resources of the projects got increased manifold due to coordination with various government schemes and mainstreaming of village level DRR and mitigation plans into Village, Block and District level plans.

The stakeholders and the linkages with them would also ensure sustenance of the project outcomes. The organizations have been trying to transfer the relationship to the community, so that they can work directly with the stakeholders, once the projects have ended. In some cases greater success was achieved because the incumbent official was enthusiastic, reciprocal and sensitive to the growing disaster threats. Maintaining the same relationship or getting similar cooperation might become challenging if another less enthusiastic person replaces the present official. Therefore, there is a need to institutionalise the linkages to the possible extent, so that the cooperation between villages and the stakeholders is not driven by goodness of individuals, but the policies. A lot has already been done in this regard and the momentum needs to be maintained. It is recommended to have more sharing on stakeholder's identification

process, so that both the organizations can benefit each other with their perspectives and process.

Both the organizations had a good understanding of policy environment. This understanding helped in identifying those stakeholders, who were supposed to work for development and DRR of the most marginalised communities. This process suggests that better understanding of policy environment makes the PCM process smoother. Involvement of the community made the stakeholders identification process more comprehensive. This learning can be incorporated in future projects.

While planning for capacity building of the communities, assessment of training needs of the stakeholders can also be done to plan some necessary training for them. For example, Lekhpals are primarily responsible for damage assessment in U.P. An improper or biased assessment can deny adequate compensation to a marginalized family. Therefore, they can further be trained on carrying out proper damage and loss assessment. ADRA usually conducts training needs assessment at the start of the project, to plan for a training calendar. This practice was followed in this project also.

Project kick-start workshop was organized by ADRA, but not by MINT/SSK. Since kick-start workshops have been found useful in securing participation of the stakeholders from the day one, therefore, this practice could be replicated in future projects.

Advocacy issues and methods of advocacy:

Although advocacy was not a key part of the implementation strategy. However, advocacy issues were taken up as and when needed to make project components successful.

ADRA has a component on school safety in its project. To make it successful, advocacy was done with school teachers, Block Education Officer and District Education Officer. They were presented the vulnerable status of the schools. Consequently they agreed to extend full cooperation in the school safety activities and to include the schools under their jurisdiction under the project. This activity presents a good example of collaboration with the District Administration. The Administration issues orders to all concerned

officials to extend cooperation and participate in the activities, organized by ADRA. It was because of the advocacy that the ADM agreed to issue Identity cards to the task force members and thereby provide some legitimacy.

ADRA and MINT achieved success in vaccination of livestock due to advocacy efforts. It is a significant breakthrough as livestock are significant fallback mechanism for the poor people and their protection would mitigate their vulnerability to a great extent. Many poor families, living below poverty line, did not have BPL cards and that denies them their entitlement under that category. MINT and SSK mobilized such people to take up the issue with the BDO. As a result the BDO has assured to look into the matter and address the flaws.

MINT/SSK successfully took up the issue of water problem during flooding with the DM. The DM has made a decision to install at least 4 hand pumps on raised platforms, per revenue village, and is currently raising 800 existing hand pumps in 203 villages. To avoid duplication of hand pump installation, MINT/SSK are installing hand pumps in those project villages, where government hand pumps have not yet been provided.

Both the organizations conducted training/awareness programmes on various schemes, particularly on food and social security schemes. That was a good approach, as the information is the biggest tool for the poorer communities to fight for their rights. The village institutions have also been capacitated to advocate for the rights of the people. Given the high vulnerability of the areas from multiple disasters, it is recommended to organize specific training on CRF entitlements, and also create posters on CFR provisions for awareness generation. Often the communities accept denial of their entitlements as part of the system. This mentality can be addresses through more awareness.

Indira Awas Yojana is a national scheme to provide housing to the BPL families. Such families are getting housing support in project areas of both the organizations. SSK has planned to advocate for mainstreaming DRR features in such housing by increasing the unit cost. Since this is a national scheme therefore advocacy at larger scale is needed. Both the organizations can collectively take up the issue at State and National forums. The masons trained by ADRA could be

made part of the housing scheme for constructing disaster resistant shelters.

Because of the successful rapport building by both the organizations, the District Administration in both cases has started accepting the micro planning of the communities. This is a good achievement. This approach is recommended to be replicated.

Cross-cutting issues

In the Project proposal, ADRA has identified Rights and Entitlements, mainstreaming DRR in major development programmes, coordination with actions of other national and international organizations, financial sustainability of village institutions and their convergence into viable community development organizations as cross-cutting issues. To do so, advocacy, Rights Based Approach (RBA) and capacity building were planned as key approaches.

While working on the cross-cutting issues, identified in the proposal, and following the approaches, the implementation team also identified, the issues of social exclusion, gender, disability and school drop-out as cross-cutting issues. These issues were integrated across all activities of the project, and special activity was planned for the drop-out children. Non-formal education centres were established for them, where they were also imparted DP training.

Women's specific vulnerability due to their gender roles was identified and to address them, they were provided adequate and equitable representation in all the activities. The Caste system is more rigid in the project areas, where Dalits become more vulnerable due to their social and economic exclusion. Their inclusion was also addressed by inculcating leadership among them and giving



them adequate representation in the village institutions. RBA and awareness activities have helped them to understand their rights and entitlements and also to claim them through collective efforts and negotiation. ADRA also identified specific vulnerability of disabled people in a disaster context and they were successfully integrated across all capacity building activities. The village level contingency plans talk specifically about disabled people and evacuation plan for them. ADRA did remarkable work of including disabled people in all task forces, including the task force on Search & Rescue.

MINT and SSK identified women & children, Human Rights, Gender and Environment as cross-cutting issues. It is praiseworthy that they made clear distinction between Women and gender issues, which otherwise get overlapped. The implementation followed a RBA process.

Specific risk and vulnerability of women & children was taken into account. It was ensured that specific needs of women and children are identified during the risk assessment process and addressed subsequently. One of the task forces was provided specific training on social inclusion to ensure inclusion of all excluded groups, including women, children, minority groups and Dalits, etc. to address issues of women and children. The early warning component has also been developed in such a way that even children can understand it.

Protection of human rights was another cross-cutting theme. Under this, all vulnerable groups such as women, children, people with disabilities, elderly, single headed households and people with a severe lack of assets were included in the activities. Given the social and economic exclusion of Dalits, special provision was made to ensure their inclusion in all activities. Although the targeting was done for all the vulnerable families, but it was done with the understanding that women are more vulnerable in a vulnerable context due to their gender roles. To address this specific vulnerability, MINT and SSK planned for adequate staffing of female staff, proper representation of women in all activities and task forces.

Both the organizations remained flexible on cross-cutting themes and

did not stick to the themes identified in the proposals. Gender, disability and inclusion are the more visible themes, incorporated by both the organizations across all activities. Both the organizations included perspective and special needs of disabled people in village contingency plans. ***ADRA provides a good example of including disabled people in the task forces and this practice should be adopted by MINT also.*** It is certainly a replicable example, as the issue of disability has been included in DM plans, but still inclusion of disabled in task forces is not common among the organizations, working on DRR. ADRA provides a replicable model of inclusion to them.

Both the organizations tried for 50% participation of women in the task forces. Women are still confined to traditional roles in the conservative target areas. Yet, they made significant breakthrough in bringing them forward. Many women have started participating in meetings, workshops and training programmes and actively participate in discussion. SSK has long term programme on local governance. Using this programme approach, SSK helped the women to develop right kind of leadership and be more active in community decision making. Many of them cannot be treated as dummy leaders by their husbands and communities.

ADRA is more successful in including women in all task forces. MINT has also done that, but people of this area are reluctant to have women's participation in a Task Force like Search & Rescue, which requires a woman to be trained in river. Men think that women can be rescued by the trained men. Since women are more vulnerable in a disaster context, therefore, MINT should push the gender training more to change this mindset and get women trained on Search & Rescue as well.

MINT has created a separate Task Force on Social Inclusion, given the high exclusion of marginalized people. This is a commendable approach and can be replicated by ADRA.

Focus of hardware & software components – mitigation and/or preparedness

Both the projects largely have software activities, and that was a

barrier in smooth implementation at least during the initial stage. It was a barrier, because the previous projects were recovery and rehabilitation oriented and therefore hardware focused. On the contrary DIPECHO projects have extremely limited hardware components, necessary for mitigation and preparedness. In spite of facing initial challenges, both the organizations succeeded in optimal community mobilization.



Both the projects have focus on preparedness as well as mitigation, and the strategies to work on them are also largely the same. The direct activities of both the organizations are focused on community preparedness. At the same time awareness generation and linkages with the government schemes was strategized for mitigation. Both the projects mainly used NREGA for this purpose. Both the organizations facilitated village institutions to plan for mitigation activities and then get them incorporated in the development plans of the government. The execution of mitigation plan presents a good example of RBA, which considers the government, primary duty bearer for the community. This is certainly a replicable model for the agencies working on CBDP.

MINT and SSK facilitated the communities to develop exclusive DRR plans, and ADRA had helped to develop Village Disaster Management Plan. MINT and SSK, strategically divided the DRR Plans into two, i.e. 1) Preparedness & mitigation Plan and 2) Response & Contingency Plan. This was done because mainstreaming of mitigation plan into Panchayat plans is a political process, and the village institutions need to be prepared for taking up this political process successfully. In addition to development of Village Disaster Management Plans, ADRA helped the VDMCs to develop a separate contingency plan.

Rights and entitlement – as an approach to mitigate risk and vulnerability

Both the organizations realized that lack of awareness on rights and entitlements and lack of capacity to claim them make poor communities more vulnerable in a disaster context and therefore worked on promoting rights and entitlements of the communities. Therefore, both facilitated DRR planning in a way that the communities could improve their understanding on rights and entitlements and raise their voices in Panchayat meetings.

ADRA facilitated enrolment of task force members under NREGA, which would make significant impact on food security of the people. ADRA also helped in correcting the BPL list, which created entitlements for many disadvantaged families under various food and social security schemes. ADRA also facilitated the farmers to get Kisan Credit cards, aids and appliance to disabled people, pension under different social security schemes, etc. BPL list has been corrected in project villages of ADRA with active facilitation by ADRA. In the areas of MINT/SSK it is not possible before the Panchayat elections, scheduled in 2010.

Because of the improved understanding two hamlets of Kandauli village in Bahraich demanded for electricity connection and their demand was met. The Hamlet Development Committee of Ahata village demanded to shift the PDS in the vicinity of the village and this demand was met. Earlier they had to walk 25 kilometres to get their subsidised ration. This is a boon for elderly people, disabled and single women. More unit cost has been considered in Bahraich district for the houses under Indira Awas Yojana, so that DRR features could be incorporated. MINT and SSK translated the project results and activities in Hindi and shared with HDC. This was a good practice and can be replicated in other areas.

In spite of having made significant achievement, it is recommended to create more awareness on CRF entitlements. IEC material can be developed in this regard. A good practice initiated by the DM of Bahraich was to take photographs of houses and their owners in flood

affected areas to ensure CRF compensation as people often lack proper documentation or cases of false claims happened etc.

Both organizations can consider setting up a Complaint Handling Mechanism, following HAP Benchmarks, which can ultimately be demonstrated to the government for corruption free implementation of schemes. Although HAP Benchmarks are primarily recommended for a humanitarian operation, but can certainly be tried in other contexts for improved accountability and transparency. Please refer to Good Enough Guide or HAP Manual to understand the process.

Result 2 : Early Warning system

Result 2 – ADRA: Emergency communication systems & networking mechanisms are reviewed and their efficiency and effectiveness is enhanced.

Result 2 – MINT/SSK: Existing early warning mechanisms are reviewed for all levels and their efficiency and effectiveness is increased for reliable early warning and improved community emergency response. Most of the hydrological disasters can be predicted in advance. Therefore, by installing an easy, comprehensible, timely and efficient early warning system can help reducing loss of lives and property to a considerable extent. In a disaster prone area, the communities also develop some capacity to predict occurrence of a disaster by reading some signs or monitoring the natural events. However, this traditional knowledge is often based on experience than accurate facts and therefore may fail in assessing the approximate time and intensity of a disaster. On the other hand there are advanced mechanisms, which can determine occurrence of a natural disaster more accurately. Despite achieving major breakthroughs in early warning systems, the losses to lives and properties have not yet been reduced in absence of proper outreach and coverage of the early warning. In addition to setting up an early warning system, it is important to establish equally efficient dissemination system, which can ensure prompt transmission of accurate information in understandable language to those who are likely to suffer the most in the event of a disaster.

With the realization of significance of an efficient warning system,

ADRA and MINT did not decide an early warning system while developing the proposal, but planned to carry out a study to ascertain the most adequate EW system in consultation with the communities. In both the areas, flood is the most devastating and frequent disaster, which happens either due to heavy precipitation or release of water in huge volume from the dams. In both situations, the scale of disaster is quite predictable with proper coordination among all concerned departments.

Given this realization, both the organizations aimed at improving the early warning systems in the target areas, which is inclusive of the traditional and village based early warning system. Early warning systems have been made operational in many vulnerable areas but did not yield desired results. Therefore, to install a more cost-efficient, effective and sustainable, comprehensible by the communities both the organizations planned to carry out a study, which can recommend the best system for the contexts.

Early Warning system - ADRA:

The government EW system, as planned in the NDRMP was already in place in Begusarai, which is listed as one of the most vulnerable districts. The district administration does disseminate early warning messages in case of impending disaster. However, such warnings have not yielded enough results for the reasons mentioned above. The same is the case in Bahraich district.

ADRA conducted a study on CBPFWRS (Community Based Participatory Flood Early Warning and Response System). The study reviewed the existing flood early warning system in Bihar and conducted a workshop with wider group of stakeholders and came up with a model inclusive of early warning and response system both. The proposed model of CBPFWRS is inclusive of traditional knowledge (ITK-Indigenous and Traditional Knowledge) and the scientific weather monitoring and forecast system. In the target villages of ADRA, people have some unique signs to predict flooding. For example, they predict flood when cats start shifting their kitten to uplands, and when they see ants moving upwards carrying their eggs in their mouth. Instead of

overlooking these signs as superstitions, the organization incorporated them in the early warning system.

By incorporating the recommendations and suggestions made by the participants in the workshop, a CBPFERS model based on colour and sound codes was adopted. Three different colours will be used signifying different levels of warning. These are:

- Level 1: Green Colour: Alert, standby
- Level 2: Yellow Colour: Preparatory activities
- Level 3: Red Colour: Evacuation

Each village will determine its own sound code, using local systems, such as drums (dholak) and bells. Sound codes will be used during playing these instruments in early flood warning situation. The entire model is presented in the table below:

To make the system operational, an orientation programme will be held with the DDMA, CWC and Flood Control Division officials to explain the system and seek their cooperation. Similarly meeting with the Director-Research at Pusa Agricultural University shall be conducted to ensure support and linking of its Agri-metereology station with the CBPFERS. One day meeting/workshop will be held with VDMC, TF members and village opinion leaders in each village to identify and integrate ITKs in the early warning system. Community level observers as well as communicators will be identified with their names, addresses and mobile/phone numbers. Flood Markers will be installed in project villages, in coordination with the District Administration, on the rivers adjoining the project villages. Early Warning and Response Kit, consisting of, a strong rope, 3-4 torches, 3-4 knives, 1 Megaphone, 3-4 plastic sheets, will be provided to the Early Warning team. The project villages will be linked with IMD station at Pusa, DDMA and CWC through web based technology to enable efficient information provision in a timely manner. The ADRA office has established linkages with IMD Agri-meteorology station at Pusa for providing weather forecast for flood early warning.

Early Warning System – MINT/SSK

MINT/SSK conducted an own study on the existing early warning system & traditional practices of communities and complemented it with a study by a hired consultant on the design of a reliable EW system for floods based on traditional knowledge as well as early warning mechanism envisaged in policy documents of the government.

The district Bahaich reels under the impact of floods with the water released from the dams on the rivers in Nepal being cited as the main cause of flooding of large areas on this side of the border. Girijapuri barrage is the main cause of flooding in Bahaich district, which was built in 1973. The low lying areas get flooded when the water from the barrage is released in huge volume during monsoon. Notionally a government early warning system exists, but does not reach to the most vulnerable villages on time or in a language which would help them to understand the real danger.

In spite of having traditional and local EW systems, the villagers still don't get enough and exact information with regard to timing and scale of flooding. Because of that they often do not make evacuation plans until it is too late. To address this problem, the study explored various options and came up with a recommendation which is based on improving the EW system from the District Administration level downwards to the hamlet level, improving the dissemination system and improving the receptivity of the community to receive and comprehend the warning promptly and make necessary decisions.

The system, based on early warning software has been installed and made operational, which has the potential to cover whole district. However, at present only the EW task forces of the 50 hamlets of the project have been equipped with mobile phones and sirens to use the system effectively. This system provides a very good example of community-NGO-Government collaboration for EW system.

The system is primarily a software system developed on the pattern of tsunami warning system. The system is based on regular auto-dialling software which is available from many software companies like Voicent, etc. Discussion was held with the District Magistrate who

expressed his enthusiasm towards this system and agreed to incorporate the system in the District EW system. The DM has provided a dedicated space in the District Disaster Management Cell (DDMC)/Early Warning Cell, where the windows based software has been installed. The Cell will remain operational 24 hours during the emergency monsoon time. All connection and operation related costs would be borne by the District Administration. The District Administration has recruited an IT person to operate the system. Operation and maintenance, update are responsibilities of the administration and the communities as well. The DM has also ensured 24 hours Power back up to the system. Mobile and landline numbers of all officials at Tehsil, Block and District levels have been fed into the system. MINT and SSK have facilitated the inclusion of phone numbers of EW Task Force members and other key people of the villages into the system.

Upon receiving official information regarding water release from, having potential of flood, the person manning the DDMC will immediately create a voice mail, based on the information available and release it to the entire mobile and landline numbers. The EW task forces will use sirens to further alert the people, and use mega phone to give specific information on the possible timing and severity of the flood.

Key lessons learnt and recommendations:

It is commendable that EW system in both the cases incorporated the traditional and indigenous early warning system. ADRA and MINT decided to go for different kinds of EW systems. There is no clear basis why one system was not replicated in the other area. Having two different systems is fine, as the contexts and administrative systems are different in both cases. However, it would have been better to establish reasons for having different systems. Since both the organizations decided to coordinate with each other, it might have been better to have a common consultant to study the EW system and then to recommend similar or different systems with proper reasoning.

Both the organizations established the system before monsoon and therefore will have the time to test the model before closure of the projects. It is commendable that both systems have incorporated the government warning system and attempted to make the government system more efficient and accountable and therefore, ensured sustainability and continuum of the system. MINT and SSK have prepared good ground within the community to be watchdog of the system.

The system of ADRA is based on ITK and the scientific inputs provided by concerned government departments. The Bihar DM policy extensively deals with EW system and ADRA team has made use of that. This practice presents a good example of using the existing system and making that efficient than creating a separate system without enough sustainability measures.

Result 3: CBDRR

Result 3 – ADRA: The community/ village level Disaster Preparedness is strengthened through increased awareness, involvement, trainings and access to disaster-related resources.

Result 3 – MINT: Training modules and materials for CBDMC-capacity building are developed, tested and disseminated

This result primarily focused on capacity building of the village task forces, creation of village institutions and development of contingency plans, and therefore quite critical in successes of the project. A comparative analysis against the identified points is presented below:

Targeting Process and Criteria:

ADRA had proposed to directly target 49,497 people from 18 villages of Begusarai district, and envisaged Block, District and State officials as indirect beneficiaries. It was proposed to target the groups highly vulnerable to floods, earthquake and fire, with preference to Mahadalits the Musahar community (lowest among Dalits).

MINT had proposed targeting 48,722 people from 20 Panchayats of Bahraich district. Direct beneficiaries from the villages were considered those who lived with the flood risk. Special attention was placed on the hamlets located between river banks and flood

protection dams. These areas are the most disadvantaged and least developed. MINT included the government authorities up to the State level among the direct beneficiaries. The indirect beneficiaries were considered those who lived in similar kind of vulnerable context and may get benefitted through replication of activities.

Key lessons learnt and recommendations:

In the case of ADRA, the project continued in the 18 villages, where ADRA had implemented the RECOVER project before. In case of MINT and SSK, fifteen new Panchayats were identified in addition to five Panchayats, where flood recovery project had been implemented. In a way, it reflects a good and replicable practice as the relief projects did not come to an abrupt end. The vulnerability of both the areas is different. The target areas of MINT are highly prone to floods, where occurrence of flood is almost annual phenomenon. It is an established fact that vulnerable zones are predominantly inhabited by the poor people, as they cannot afford safer zones. Therefore, a combination of poverty and vulnerability creates a vicious cycle for such people. In addition to facing fury of floods, changing course of river displaces many families every year. Such families are becoming landless. Fire is another major threat in this area, where wind velocity is usually high, and the housing materials used by poor families are highly inflammable. Given all these vulnerabilities, selection of the villages was highly justifiable.

The target areas of ADRA are also prone to floods and flood is almost an annual phenomenon here also. The water usually recedes in a few days time. However, there are low lying areas, which face problem of water logging. The target areas of ADRA are vulnerable to multiple disasters including floods, earthquakes, tornados and fire. Moreover, this area also has high concentration of poverty. Given the threats from multiple hazards and lack of capacities among the people, the selection of village looks justifiable.

Both the organizations tried to keep the selection process of the Task Forces inclusive. They ensured inclusion of otherwise socially excluded groups, women and disabled etc. MINT found it more challenging to include women. Women have been facilitated to participate more in

community activities, yet it was found impossible to include them in the Task Forces like Search & Recue, where they needed to be trained in river. MINT and SSK have been trying to address this barrier. Similarly, disabled people are also missing from the Task Forces. They definitely find place in the contingency plan, but not in the groups. The community still has a parental outlook that they would take care of such people.

ADRA has made significant breakthrough on inclusion. Women's participation is close to 47% and they have joined Search & Rescue groups also and take part enthusiastically. Disabled people have been included in the Task Forces. ADRA coordinated with Handicap International, which helped in changing the outlook of the project staff, beneficiaries and the disabled people towards them. ADRA also used SSK expertise to get the project team trained on social inclusion. Coordination with a specialized agency proved meaningful and this practice could have been replicated in other areas too. The target areas of MINT are more conservative and perhaps implementing team has also accepted that the change could be brought about only gradually. Perhaps a gender workshop with the implementing team and the community members would help in increasing women participation across all task forces. The SSK team felt that they should have used HI screening criteria to include disabled people. In their next project, they would do that.

Type of community institutions – existing/ elected/ new

The target villages had been covered under the NDRMP programme, and each of the village was supposed to have the task forces as prescribed in the NDRMP, but in practice, such task forces were non-existent. Given this fact, ADRA had to form new task forces, following the norms of the District Disaster Management Authority. In each village nine task forces were formed and then a VDMC was formed to coordinate the activities of task forces, interact with other stakeholders and to try for mainstreaming of mitigation plans into development plans. There are 5-7 members in each task force depending upon the need.

The same was the case with MINT. The task force members, formed by DDMC were not from the village communities and therefore not aware of the problems of the villages. Therefore, MINT and SSK also formed new task forces. In each hamlet five task forces were formed. MINT/SSK decided to follow a hamlet based approach (as opposed to Panchayat based), because communities are more homogeneous within hamlets than at Panchayat level. This approach ensured that people of low caste will make their own decision and DRR plans in their own interest, which would not be influenced by vested interest of powerful people. Each HDC comprises of around 8-15 members, chosen in an open meeting by the hamlet inhabitants. The Task Force representatives of each HDC have been merged into eight Community Based Disaster Management Committees (CBDMCs) at Panchayat level so that at this level the groups became more representative. HDCs have prepared hamlet level DRR plans to feed them into the Panchayat level development plans. CBDMC is expected to function in coordination with Panchayat and to get the mitigation plans mainstreamed into Panchayat development plan.

Key lessons learnt & recommendations:

Both the organizations adhered with the state norms with regard to task forces formation. This will facilitate in recognition of the task forces by the district authorities. The task forces will also become part of the larger set-up of the government programme. At the same time, task forces could have been made need based. For example, the task force on Embankment safety looks necessary in the project areas of MINT/SSK. Task force of patrolling & Peace Keeping is also needed there, as the period of displacement is almost annual and for a longer period. Task forces on trauma counselling and damage assessment would have been helpful. Although the tasks performed by these committees have been integrated in the functions of other task forces, but separate exclusive task forces would have been more effective.

ADRA made social inclusion a cross-cutting theme, instead of forming a separate TF. The issue of social inclusion was taken seriously by ADRA and therefore inclusion of vulnerable people was ensured during TF

formation. However, given the exclusion of sizable population, formation of a separate TF on social inclusion could be considered.

MINT/SSK created five task forces, following UNDP model, and believed that creation of more task forces could cause confusion and overlap. However, they would try to create one more task force on Damage & Loss assessment. Until this task force is created, this task would be done by the CBDMC. Task forces created by government/UNDP had representation of government officials, such as Anganwadi workers. Revival of them or merging them with SSK Task force would make them more legitimate. The government workers are largely from outside the villages, and often don't even visit the villages. They are part of the village task force and villagers hardly know them. This issue should be taken up with the District Administration so that they can be activated in the larger interest of the villagers.

Both the organizations tried creating fresh leadership than relying on the existing and traditional leadership. This was a good approach, as the existing leadership is often exploitative and denies rights to the marginalized. Inclusion of new faces in task forces and apex bodies also ensured inclusion of most vulnerable such as women and disabled etc. This has been an empowering process and therefore replicable in other areas.

5.3.4. Training module

The development of training modules was carried out by MINT and SSK in close collaboration with ADRA. The initial plan to develop and publish the above mentioned 5 training modules together had to be modified as ADRA needed to follow the Bihar government guidelines of nine task forces which do not exist in Uttar Pradesh. To provide trainings for these nine task forces, ADRA mostly outsourced to agencies like St. John's Ambulance or Civil Defence relying on the training material that these agencies provide. So a joint development and publication of training modules was carried out only for 2 task forces (WATSAN & Hygiene and Search & Rescue) whereas First Aid, Social Inclusion and Early Warning was compiled and developed by SSK/Unnati.

MINT/SSK trained the task forces, except the Task Force on First Aid and Search and Rescue, using their own training team and the module. For First Aid and Search and Rescue training resource persons were hired and they used the training modules developed by SSK. Since SSK would continue working in this area, therefore, this approach looks more sustainable. The manuals will help the HDCs to organize refresher courses and training for more volunteers on their own.

Both the organizations have equipped the Search & Rescue teams with efficient devices, and at the same time trained them to use local resources to prepare more rescue devices. This strategy makes the task more sustainable. MINT/SSK has linked the task forces with the government departments to keep replenishing their utilized items. The First-Aid team will get supply from the PHC. WASH group would get chlorine and other necessary items for sanitation.

5.3.5. Contingency plan/DRR Plans:

Both the organization planned to develop Village Contingency Plan which would be inclusive of all the actions to be taken before, during and after disasters, with specific duties assigned to the task force members and others. These contingency plans also included planning of mitigation activities, which could be advocated by village institutions to be merged in village, Block and district level development plans.

All the 18 VDMCs, in project area of ADRA, have been facilitated to develop their Village Disaster Management Plans which are inclusive of Contingency Plans. Similarly School DMP has also been prepared. These are being integrated at the village level into a single document. One plan has been approved by the Panchayat and remaining will be presented for approval in due course. The contingency plan was developed with active participation of the villagers ***particularly women and excluded groups like the Musahars and persons with disabilities. The plans were revised with the support of technical experts. The integration of the contingency plans in the government structure is scheduled for the month of June. Contingency plans***

developed by ADRA are quite comprehensive.

MINT and SSK have not started developing the contingency plan yet. It will be done while training the task forces. In fact, MINT and SSK are focusing on complete DRR plan, which will be inclusive of two parts, i.e. 1) Preparedness and Mitigation plans, and 2) Response and contingency plan. Contingency plans will be inclusive of outcomes of different mapping exercises (hazard, vulnerability, resources, stakeholders, etc.) roles and responsibility of individual task forces before, during and after a disaster and analysis of capacities and resources to identify gaps. MINT/SSK decided for this framework, because the project emphasis is on mainstreaming DRR concerns in the Panchayat plans. The Preparedness & Mitigation plan will be updated by the communities every year to get updated plans mainstreamed in Panchayat plans on bi-annual basis. Response & Contingency plan will largely remain the same except the changes in the names of the members. The DRR plans have been developed efficiently by the communities facilitated by SSK, which presents a comprehensive picture of the context and situation in a hamlet.

Key lessons learnt and recommendations:

Different kind of mapping exercises – hazard, vulnerability, resources, etc. were excellent in both the area. This area demonstrated a good cooperation among the two organizations. The mapping exercise was initiated by MINT/SSK, which was found effective by ADRA and adopted in its own area. In addition to that, ADRA developed IEC material using Flex materia. The IEC materials have been proven very effective to consolidate learning of the villagers. These maps were drawn by the CBDMC members in project village of ADRA. These maps were drawn by then on the earth and later transferred on the Flex material. This is a good example of preserving the community efforts for long-term use. This can be incorporated by MINT/SSK.

Separate and extensive DRR Planning by MINT/SSK is a good idea. The process is equally good. The DRR plan is developed thorough participation of all, and then presented by the community to the Gram Sabha for mainstreaming. The discussion is properly documents for

future course of action. ADRA has followed a different approach and facilitated preparation of comprehensive Village Disaster Management plan, which is inclusive of contingency plan. Both the approaches present example of good practices as both have incorporated the sources of hazards and vulnerability came up with development projects to address them and attempted to get integrated in the development plans of the government. Given the achievements of both approaches, either of them could be adopted in other contexts.

Both the organizations have created institutions and mechanisms that the plans of the communities get integrated in the development plans. A little more thrust could be given on consolidation of these mechanisms, so that the plans are updated every year and integrated in development plans.

Hazard focus – single/multiple

The project villages of ADRA are vulnerable to floods, tornados, fire and earthquake. Cold waves and heat waves are increasingly becoming serious problems during extreme weather condition. ADRA followed a multi-hazard approach with more focus on floods. At the same time it has paid due attention on other major hazards of the area.

The project areas of MINT are prone to floods and fire. MINT/SSK focused on floods only as floods are major cause of plight of the people. However, it seems that fire is also a major hazard and should have been included in the project.

Sustainability plan for village institutions

Although, both organizations have planned interventions for bringing about sustainability to the institutions created under the projects, and more thrust could be given during the remaining period. It has been experienced in other contexts that such village institutions find it difficult to sustain, as most of the members belong to poorest of poor section and face many disasters in daily life. They lack financial and managerial capability to sustain an institution, aiming to address a possible disaster at unknown point in time. Therefore, the best way is

to create more purposes for such groups other than disaster management. Since livelihood insecurity is often a major problem for them, therefore, it is better to create livelihood activities for them through follow-up programme.

Both the organizations have taken following steps to provide sustainability:

VDMC and Task Force Committees, formed by ADRA, are recognised by the Administration as the Official Village level Organisation in Disaster Management. Now the plans are being approved by the Panchayat. These CBOs are the official arm of the Panchayat as well

ADRA/MINT/SSK: Training on government schemes, particularly food security and social security schemes and helping to establish linkages with concerned line department. Linkages under the DM Act with State Disaster Management Authority

ADRA: Village volunteers are from the village and therefore very likely to continue staying in the same village.

Every year, existing task force members would train more volunteers to create second and third line of volunteers. This has been planned by both the organizations.

ADRA has facilitated concept of developing contingency fund in each village. This fund will be developed through monthly contribution of Rs. 5.00 from each family.

SSK has facilitated setting-up contingency food stock in each village, through 'fistful grain campaign'. This would be managed by the HDC for contingency use. This pilot initiative, if found successful, would be replicated in other villages.

ADRA has created self-help groups in each village and they have started saving in a joint account. Once they have saved Rs. 10,000, they would get matching grant from the government to start income generating venture.

SSK will continue working in the same villages to build capacity of the Panchayats.

Final Comments and Conclusion:

Both the projects provide example of many good practices, which ought to be documented and disseminated for wider learning. The projects provide example of efficient PCM process of a DRR project.

Right from the planning process, the projects ensured participation of the beneficiaries and the key stakeholders. Through this way, a partnership between the people and the district administration was promoted. Earlier the marginalised people were apprehensive and even scared of approaching the government officials to share their genuine needs and problems. The projects have facilitated an environment, where people have become better 'rights holders' and the government departments have become more efficient and accountable 'duty bearers'.

Both the states are highly vulnerable to multiple disasters and at the same time rank poorly on HDI. At the same time, both the States have enacted DP Act and created clearly defined DRR policies. There are definitely flaws in implementation. The rights holders are unaware of the rights created for them. As a result, their rights and entitlements are denied in every disaster. The most vulnerable are also the poorest of poor, who lack capacity to make due claims for them. Consequently, a vicious cycle of poverty and vulnerability has been created for them, which has been pushing them on further margins.

These two projects have been efficiently designed to address the root causes of vulnerability and poverty. This approach needs to be up-scaled.

This report has identified the good practices of the projects. While maintaining them, both the organizations can also work on the suggested areas of improvements to further consolidate the achievements.

It would be useful, if the projects could demonstrate achievements against HFA priorities and then share the learning at wider level.

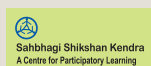
About Implimenting Organizations :



ADRA is a global network of independent humanitarian organizations established by the Seventh-Day Adventist Church With a presence in 125 countries, ADRA provides individual and community development and disaster relief.



Malteser International is the worldwide relief organization of the Sovereign Order of Malta for humanitarian aid. The organization has more than 50 years of experience in humanitarian relief and covers around 200 projects in 20 countries in Africa, Asia and the Americas.



SSK is a Non-Governmental Organization (NGO) based in Lucknow, India. It is one of the leading institutions specialized in capacity building of NGOs, Community Based Organizations (CBOs) and Panchayati Raj Institutions (PRIs) in Uttar Pradesh, Bihar and Jharkhand.



UNNATI is an NGO based in Ahmadabad, India. Among other things it focuses on development education, development of concepts in local self governance and disaster preparedness.

Support :



ECHO is the largest single humanitarian donor in the world. It funds relief operations for victims of natural disasters and conflicts outside the European Union. In 1996, ECHO launched DIPECHO, a program dedicated to disaster preparedness. The DIPECHO program funds pilot projects intended to demonstrate that simple, inexpensive preparatory measures can limit damage, increase resilience and save lives.

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