

Comparative Analysis Report

DIPECHO projects



Implemented by:

ADRA Germany
Malteser International and
Sahbhagi Shikshan Kendra

Reported by:

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Report

1. 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. The other countries covered under this regional decision are Afghanistan, Bangladesh, Bhutan, Nepal, Pakistan and Sri Lanka. 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.

In the 1970s, disasters were viewed as one-off events. Governments and relief agencies usually responded without taking into account neither the social and economic implications nor the causes. However increasing frequency of disasters worldwide, particularly in the poorer regions inspired the disaster managers to make a paradigm shift from being reactive to proactive, and to systematically integrate Disaster Risk Reduction (DRR) strategies in every action, including relief, recovery, rehabilitation and development. Droughts, floods, landslides, cyclones, earthquakes, tsunami are some of the major disasters adversely impacting lives of millions of people every year. Billions worth of homes, livestock and investments are destroyed every year because of these disasters.

The increasing trend of different types of disasters is presented in the table below:¹

**Distribution of natural disasters: by origin
(1900-2005, by decades*)**

	1900-1909	1910-1919	1920-1929	1930-1939	1940-1949	1950-1959	1960-1969	1970-1979	1980-1989	1990-1999	2000-2005	Total
Hydrometeorological	28	72	56	72	120	232	463	776	1498	2034	2135	7486
Geological	40	28	33	37	52	60	88	124	232	325	233	1252
Biological	5	7	10	3	4	2	37	64	170	361	420	1083
Total	73	107	99	112	176	294	588	964	1900	2720	2788	9821

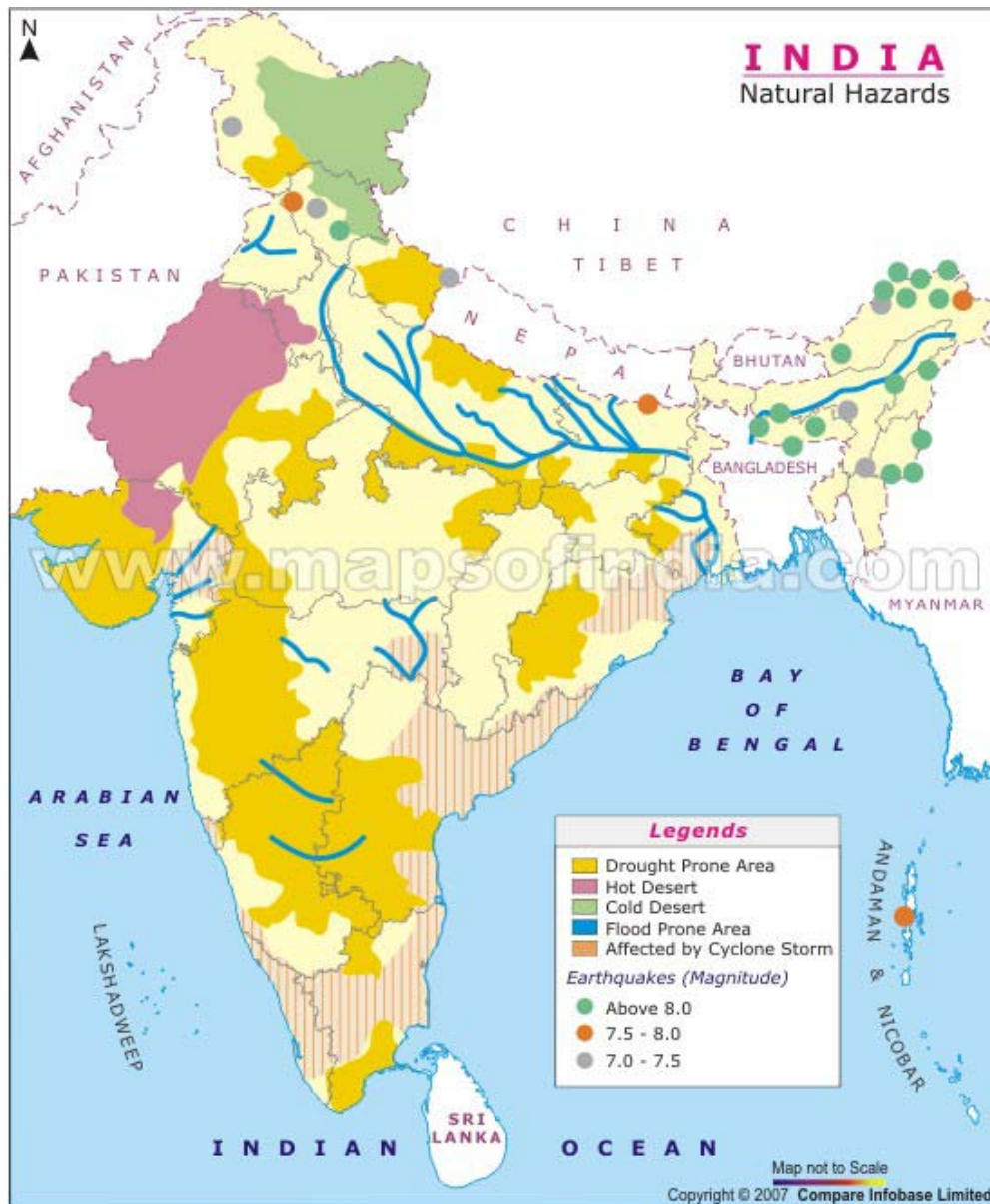
“An estimated 97% of natural disaster-related deaths occur in developing countries and these countries bear the heaviest the burden in terms of livelihoods lost. In addition, it is often the poorest communities that suffer the most as they tend to live in greater density in badly-built housing on land at risk. They possess limited resources to deal with the risks they face”.²

¹ Disaster Statistics – International Strategy for Disaster Reduction (ISDR)

² http://ec.europa.eu/echo/aid/dipecho_en.htm

“India is vulnerable, in varying degrees, to a large number of natural as well as man-made disasters. 58.6 per cent of the landmass is prone to earthquakes of moderate to very high intensity; over 40 million hectares (12 per cent of land) is prone to floods and river erosion; of the 7,516 km long coastline, close to 5,700 km is prone to cyclones and tsunamis; 68 per cent of the cultivable area is vulnerable to drought and hilly areas are at risk from landslides and avalanches. Vulnerability to disasters/ emergencies of Chemical, Biological, Radiological and Nuclear (CBRN) origin also exists. Heightened vulnerabilities to disaster risks can be related to expanding population, urbanization and industrialization, development within high-risk zones, environmental degradation and climate change³.”

A multi-hazard map of India is presented below:⁴



³ National Policy on Disaster Management

⁴ <http://www.mapsofindia.com/maps/india/natural-hazard.htm#>

Given above facts, it is imperative to pay due attention on disaster preparedness and management, not only through specific projects aimed at it, but also by mainstreaming DRR features in other relief, recovery, development and poverty alleviation projects/programmes. Achieving MDGs would only remain a dream, unless vulnerable communities are helped to sustain and improve their resilience, keep their traditional coping mechanism updated and relevant, and acquire capability to protect the outcomes achieved through poverty alleviation and development interventions.

In this backdrop, ADRA Deutschland e.V. (ADRA Germany) and Malteser International (MINT) prepared their DIPECHO projects aiming to provide lasting solutions to the communities living on perpetual risk of natural disasters.

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. ADRA India has an ADRA-network approved mechanism that is called a National Emergency Preparedness and Response Plan (NEPRP), which outlines the overall emergency response capacity, experience, expertise, and protocol, mode of monitoring and mechanism that is used for any disaster. 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. Programmes are based on approaches of LRRD ranging from provision of immediate relief, followed by rehabilitation interventions and the support to community development processes. Over the years Disaster Preparedness has become a major focus in rehabilitation and development interventions of MINT in India as well on the regional level.

MINT 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..

During the DIPECHO consultation, the ECHO team had recommended active coordination among the partners to get synergy effects, wider cross-learning and replication of best practices. ADRA

and MINT, being German organizations already had established coordination among them, and therefore decided to continue with closer coordination while implementing DIPECHO projects in respective states. Both – ADRA Germany and Malteser International, are members of the Germany's Relief Coalition *Aktion Deutschland Hilft* (ADH) and hence a commitment to coordinate wherever they can.

Germany's Relief Coalition "Aktion Deutschland Hilft" was formed in March 2001 by ten renowned German humanitarian aid organizations. 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. The member organizations work closely together, providing each other with information on a regular basis and matching further actions. (This portion shall be deleted)

In its decision DIPECHO emphasized upon cooperation, exchange of information, capacity building and training and advocacy at national and regional. By virtue or 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 was planned from the beginning of these projects with the intentions of comparing the approaches of the two organizations for cross-learning and wider dissemination.

2. Fifth DIPECHO Action Plan for South Asia

Disaster preparedness contributes to saving lives, speeds up recovery and reduces the impact of future hazards. Disaster preparedness is proof that people are far from helpless when facing hazards with the appropriate local knowledge, practice and response mechanisms⁵.

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.

This Action Plan primarily aims at:

- Targeting the most vulnerable communities and categories of population using bottom-up participatory methods and relevant local materials/resources that can be easily replicated
- Foster appropriate and sustainable preparedness activities that are coordinated with local and national public institutions and that can be easily replicated in other parts. Small-scale mitigation and prevention activities can complement the project if they have a demonstrable rationale and a proven impact;
- Focus on the area's most exposed to frequent natural hazards and with less coping capacities.
- Focus on strengthening co-ordination at national and regional levels and exchange of information, collection and dissemination of best practices, joint initiatives in terms of advocacy and joint initiatives in terms of capacity building.

⁵ http://ec.europa.eu/echo/aid/dipecho_en.htm

- The focus will also be on linking the DIPECHO community based approach with the larger development programmes, with a view to integrating DRR in sustainable development strategies and programming, as DIPECHO is not to be considered as a stand-alone programme but as part of the overall efforts of the European Commission to implement the objectives of the Hyogo Framework for Action.

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.

3. DRR Policy Environment in India

Like many other countries till recently, the approach to Disaster Management in India had been reactive and relief centric. A paradigm shift has now taken place at the national level from the relief centric syndrome to holistic and integrated approach with emphasis on prevention, mitigation and preparedness. These efforts are aimed to conserve developmental gains as also minimize losses to lives, livelihood and property⁶.

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 property⁷.

⁶ <http://ndma.gov.in/ndma/approachtodm.htm>

⁷ National Policy on Disaster Management

Vision

To build a safe and disaster resilient India by developing a holistic, proactive, multi-disaster oriented and technology driven strategy through a culture of prevention, mitigation, preparedness and response.

Objectives

2.4.1 The objectives of the national policy on disaster management are:

- Promoting a culture of prevention, preparedness and resilience at all levels through knowledge, innovation and education
- Encouraging mitigation measures based on technology, traditional wisdom and environmental sustainability.
- Mainstreaming disaster management into the developmental planning process
- Establishing institutional and techno-legal frameworks to create an enabling regulatory environment and a compliance regime
- Ensuring efficient mechanism for identification, assessment and monitoring of disaster risks
- Developing contemporary forecasting and early warning systems backed by responsive and failsafe communication with information technology support
- Promoting a productive partnership with the media to create awareness and contributing towards capacity development
- Ensuring efficient response and relief with a caring approach towards the needs of the vulnerable sections of the society
- Undertaking reconstruction as an opportunity to build disaster resilient structures and habitat for ensuring safer living
- Promoting productive and proactive partnership with media in disaster management

The Vision and objectives of the GOI Policy reflect the global as well as local concerns and provide a good direction to the DRR efforts of all actors to contribute in mitigating disaster risks. While referring to the objectives of ADRA and MINT, we will find a clear linkage with the vision and objectives of the GOI policy.

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 2004⁸. 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.

⁸ <http://disastermgmt.bih.nic.in/Manual%20&%20Guideline/Standard%20Operating%20Procedures.pdf>

The High-Powered Committee, set-up by the Central government after the Orissa Super Cyclone in 1999, identified 31 disasters affecting one or the other areas of India. The DP policy document of Bihar identifies the State vulnerable from floods, droughts, earthquakes, cold waves, heat waves, fire and river erosion, but identifies floods as most serious disaster as it occurs almost annually and makes huge adverse impact over lives and properties.

The DP policy has made a paradigm shift from disaster relief and relief to disaster preparedness and mitigation. Relief and Rehabilitation department has also been renamed as Disaster Management department. The UNDP DRM programme was implemented in 14 districts of the State.

The Policy documents describes roles and responsibilities in the areas of early warning, relief and rehabilitation for the Departments and ministries of Agriculture, Animal Husbandry & Fisheries, Housing Construction, Education, Energy, Forest & Environment, Finance, Food Supply & Commerce, Health, Home ministry, Police, Fire Brigade, Industry, Labour & Planning, Information & Public Relation, Planning & Development, Public Health, Road Construction, Rural Development, Panchayati Raj, Science & Technology, Surface Transport, Urban Development, Water Resources and Welfare .

State Disaster mitigation and Management Policy⁹ also describe the systematic approach and steps to deal with different disasters.

D.M. IN U.P.

Disaster Management Act¹⁰ 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)¹¹ 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 identifies following actions under disaster management:

- Mitigating disaster vulnerability
- Mitigating severity of disasters and their impacts over population
- Capacity building
- Disaster preparedness
- Assessment of impacts of disasters
- To make provisions for disaster relief and rescue, and

⁹ [http://disastermgmt.bih.nic.in/Manual%20&%20Guideline/Disaster%20Management%20Act\(Hindi\).pdf](http://disastermgmt.bih.nic.in/Manual%20&%20Guideline/Disaster%20Management%20Act(Hindi).pdf)

¹⁰ <http://rahat.up.nic.in/actrules/acthindi.pdf>

¹¹ <http://rahat.up.nic.in/actrules/authorityrules-final.pdf>

- **Recovery and rehabilitation**

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.

The State of U.P. has also developed a comprehensive Flood manual¹², in 2008, under UNDP DRM Programme, which strongly recommends coordination and cooperation between GO and NGOs to mitigate adverse impact of floods over the vulnerable population. The Flood Manual efficiently elaborates the systems for flood preparedness, coordination between different departments to monitor threats of floods during monsoon, regional coordination, particularly with Nepal, to exchange information and roles and responsibilities of different departments and key government officials. The Manual also recommends the flood prone districts to be ready with a plan to intervene immediately in case of flash floods. The Manual has following sections:

- a. Preparedness before flood
- b. What should be done during floods?
- c. What should be done after floods?
- d. Emergency stock
- e. Facts with regard to cloud burst, hail storm, etc.
- f. Flood monitoring by Irrigation department

Other key features of the Manual are – formation of Flood Protection Committees, Check list consisting; 1) Assessment of flood affected areas, 2) Disaster Management plans, 3) Standard Operating Procedure, 4) Mock drill, 5) Repairing of vulnerable structures before onset of monsoon, 6) Relief arrangements and relief camps, 7) Mobile medical teams, 8) Arrangement of boats, 9) Epidemics 10) Procurement of relief materials 11) Disaster Control Cells 12) Monitoring of rainfall on daily basis, 13) Emergency support function, and 14) Information sharing.

Another significant aspect of the Manual is inclusion of detailed information on items and norms of assistance for the flood affected people under the CRF and NCCF. If this information is widely disseminated among the people, then they would be better equipped to claim their rights and entitlements in a post disaster situation.

4. About the Study

4.1 Rationale

As stated earlier ADRA Germany and Malteser International are members of “Aktion Deutschland Hilft”, which is a coalition of renowned humanitarian agencies in Germany.

The coalition primarily aims at coordinating the post-disaster relief efforts of the member organizations through common appeal process, information exchange, coordination, complimentary efforts and adhering with jointly agreed international standards. However, this working together has also inspired the member organizations to look beyond the post-emergency responses and also to look for coordination opportunities in other areas too.

¹² <http://rahat.up.nic.in/floodmanual.pdf>

ADRA and MINT as implementer of DIPECHO under the Fifth Action Plan and as members of the same coalition, 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.

Accordingly a consultant was hired to carry out the study to ensure an objective and impartial view of the outcome of the coordination and comparison of the project components highlighting lessons and best practices for replication and wider dissemination.

4.2 Scope of the Study:

Both the organizations have planned three result areas each in their proposals. The initial plan as laid out in the MINT proposal was to carry out the comparative study for Result 3. Afterwards, both the organizations thought to go for comparative study of either Result 1 or 3 or both. The consultant made a recommendation to go for all the three results to have a comprehensive understanding on the lessons learnt. The three results are mutually inclusive and complement each other. Leaving out one or two results might not provide a complete understanding. These arguments were found convincing by ADRA and MINT and they agreed to include all the three results in the study in the joint meeting held on May 25, 2010 in Lucknow. This meeting was also used to brainstorm on the points against each result to carry out the study. The outcome of this meeting is presented in Annexure 1 of this report.

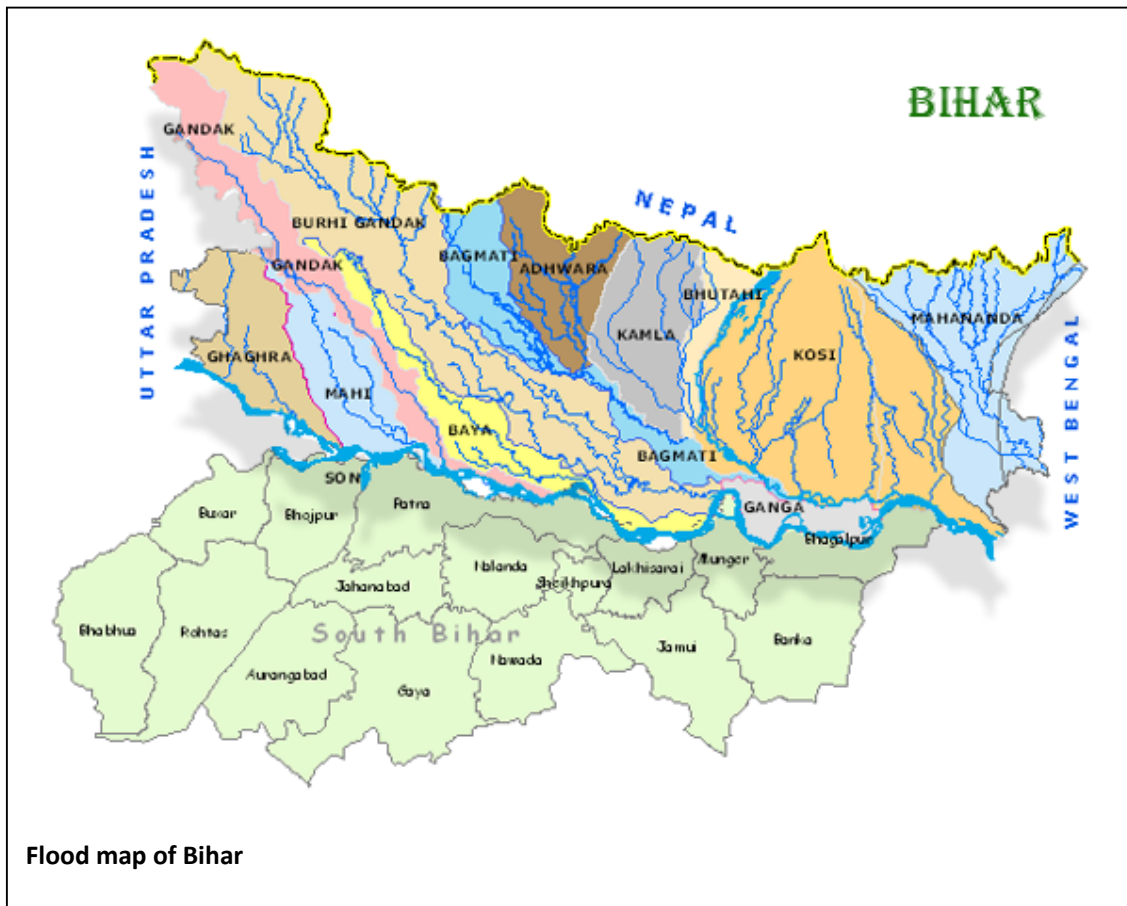
The study is based on the assumption that the two organizations adopted different approaches to address similar common problems of risk and vulnerability of the most marginalized people, in two different geographical contexts. Therefore, the comparative study will analyse the strengths and challenges of two different approaches and come up with 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

The study will look into all the results and their activities, outlines in the approved project proposals. This will be done to provide a comprehensive analysis of the approaches and to provide a comprehensive set of recommendations.

4.3 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 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 annual phenomena, 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 magnitudes of flood. The total area affected by floods has also increased during these years¹³.

Begusarai is one of the multi-hazardous districts of Bihar. Bihar experienced severe earthquakes in 1934 and 1988. Begusarai is sitting tight on the seismic waves and on zone IV apart from playing host to floods. Village fire is another major recurring threat for the people living in thatched straw houses. Almost every year Begusarai is affected by floods causing a great damage to crops, buildings, roads, human lives, and animals. The Ganga and the Burhi Gandak flow through this district¹⁴.

The Government of India, in partnership with UNDP did a hazard mapping and identified 169 most vulnerable districts, including Begusarai, to launch immediate DP programmes. Given the high

¹³ ADRA Project Proposal

¹⁴ Ibid

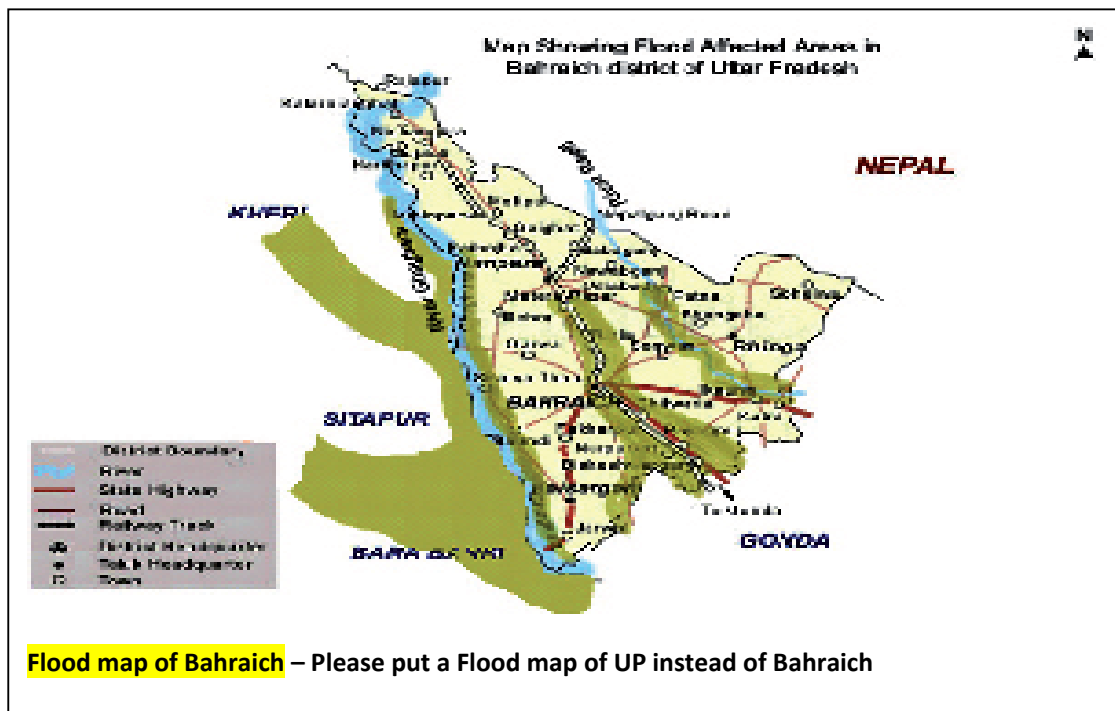
vulnerability of the district, ADRA made a right decision to continue in the target villages through a preparedness project.

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 frequent 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 amongst all states of 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 warning¹⁵.

5. COMPARATIVE ANALYSIS:

5.1 Result 1:

A comparative table containing result areas of both projects and the indicators for comparative analysis is presented below:

Result 1 – ADRA	Result 1 – Malteser	Points for comparison
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.	Local communities and Panchayati Raj Institutions developed capacities for risk assessment and integrate DRR concerns in their development plans	<p>The Planning process:</p> <ol style="list-style-type: none"> 1. The process of planning/developing proposals 2. How the two projects related with NDRMP 3. Implications of having local partner 4. Relationship with organizational DRR strategies/ policies <p>Stakeholders:</p> <ol style="list-style-type: none"> 1. Basis of stakeholders identification 2. List of identified stakeholders, and the purposes 3. Coordination pattern with stakeholders <p>PCM Process:</p> <ol style="list-style-type: none"> 1. Advocacy issues and methods of advocacy 2. Cross-cutting issues, inclusion, gender 3. Focus of hardware & software components – mitigation and/or preparedness 4. Networking 5. Convergence with government schemes, e.g. NREGA 6. Rights and entitlement – as an approach to mitigate risk and vulnerability 7. Integration of DRR planning in the government plans

5.1.1. The Planning Process

5.1.1.1. Proposal Development Process:

While planning for the DIPECHO projects both the organizations had the advantage of having implemented ECHO funded flood recovery projects in the same cluster of villages. Therefore, they already had an understanding of the area, established rapport with the communities and other stakeholders and also the understanding of needs with regards to disaster preparedness.

¹⁵ Malteser Project Proposal

Nonetheless, a proper and consultative proposal development process was followed by both the organizations. An analysis of the same is presented below:

ADRA had formed Village Disaster Preparedness Committees (VDMC) in each of the proposed village, while implementing the ECHO funded RECOVER project. The RECOVER project had mainly focussed on recovery and rehabilitation of flood affected families with a smaller component on DP. Representative and inclusive VDMC had been formed under the DP component. Through these committees, ADRA ensured 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.

In addition to village consultations, the planning team also interviewed key informants 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.

Malteser; Like ADRA, Malteser had also implemented an ECHO funded flood recovery project in 5 of the 8 Panchayats in Bahraich district of Uttar Pradesh, and therefore acquainted with the extent of risk and vulnerability of the area. In spite of that MINT, in partnership with its partner, Sahbhagi Shikshan Kendra (SSK) carried out detailed and participatory consultation process, so that the project design addressed the needs and problems as prioritized by the people.

SSK Organized a participatory project planning workshop in November 2008, in which Task force members created by SSK and government and Citizen Leaders, developed by SSK during previously implemented project, participated. 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. A pictorial presentation was made by a DRR expert, so that everyone – even semi-literate people- could understand the issue better, before contributing in the planning exercise.

In addition to the workshop SSK and MINT adopted the following methods to have a wider consultation on the project design:

- Review of secondary sources
- Meetings with State Disaster Management Authority
- Participatory disaster risk mapping and planning exercises in Panchayats and hamlets
- Focus group discussions with beneficiaries, local authorities and stakeholders
- Communication regarding strategic priorities with UNDP, Disaster Management Authorities, ECHO and DIPECHO

Key lessons learned and recommendations:

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 being laid down under the DM policies of the respective State governments. Because of this it is 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.

ADRA referred to the Hyogo Framework for Action (FHA) document while developing the project, but did not mention it in the proposal document. A reference to HFA is recommended in future proposals. The same is the case with MINT.

MINT and SSK organized a planning workshop in SSK Campus, Lucknow. Representatives from the villages, government and other CSOs were invited in the workshop to provide inputs. Women leaders (Gram Pradhans) participated in good number, although along with their husbands, but articulated well during the consultation. Although wider participation had been planned, but the distance of the venue, from the project villages might have restricted participation of the most vulnerable people, such as elderly women, single women, disabled, etc. Following lessons can be learnt from this activity:

- a. Idea of this workshop was certainly good and this good practice can be adopted by ADRA.
- b. The workshop should have been organized in the vicinity of the project villages to secure participation of the most vulnerable.
- c. Merely physical participation of people from all sections is not sufficient. Such participation might be an eye-wash, as everybody does not speak in a workshop. Deliberate efforts should have been made to get views of those who do not speak. Perhaps, separate consultation should have been organized with extremely marginalised people, where they would have felt at ease to speak.
- d. Roles and responsibilities of other stakeholders can be defined in the planning stage itself.

MINT and SSK experienced that rolling out of the project was easier in Kaiserganj block because of people's involvement in the planning process and previously implemented project in the area. In Jarwal Block it took time because of inadequate participation of the people in the planning process. MINT had implemented a prior flood relief project in Kaiserganj only and therefore had the advantage of prior rapport. The same advantage was missing in Jarwal Block. This resulted in delay in project start-up and changes in hamlets.

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.

Summary:

- DP projects become more effective, if they are implemented in continuation of a humanitarian response project.
- To achieve lasting impact, it is always better to link the DP projects with other programmes and policies of the organization, to ensure that the activities of the project would continue even after completion of the project.
- Inclusion of most vulnerable people is essential in the planning process to ensure their inclusion in PCM process.
- Involving other stakeholders in the planning process ensures linkages and coordination with other similar actions and also ensures participation of key stakeholders in the planning process.
- Understanding of policy environment helps to make better use of rights based approach and to ensure continuum through linkages.
- Preferably international instruments, such as HFA should be referred in DP projects.

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.

The overall goal of the programme was, *“Sustainable reduction in Disaster Risk in some of the most hazard prone districts in the selected States of India.”*

Let’s analyse if the two projects related with this national plan or not.

ADRA and MINT - both referred to the goal of the NDRMP and framed their objectives and activities accordingly so that their projects contribute in achieving a much larger national initiative on DRR. The specific objectives, presented below, substantiate this intention:

ADRA: Building community resilience and capacity for effective Disaster Preparedness through the involvement and partnership with significant stakeholders.

MINT: Local communities and Institutions developed capacities to plan, implement and monitor activities for disaster preparedness and mitigation to increase community resilience and reduce vulnerabilities.

ADRA and MINT had the realization 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 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 with the norms being 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 Interventions. Let’s examine how the two agencies adhered with relevant areas of interventions. 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	√	√

Key lessons learned and recommendations:

Following the principle of a Rights Based Approach (RBA), both the organizations rightly analysed the relevant policy environment and framed their strategy accordingly. This presents example of a good practice, to be replicated in other cases.

Both the organizations followed the State norms, provided under the National State Policy and tried making the existing system effective and efficient. This is another good practice of the project.

Both organizations tried using Task Forces created under NDRMP, but found them non-existent. MINT and SSK are making efforts to involve nominated members of those task forces in the present Task Forces. ADRA found the task force members only on paper and therefore could not engage them in the newly created task forces.

ADRA has followed the School Disaster Management Plan in its project area. This approach could be incorporated by MINT and SSK.

Both the organizations have opportunity to advocate on poor areas on implementation of NDRMP.

Summary:

- Identify the most relevant policy and build the project accordingly
- Build upon the existing situation than starting from scratch.
- Make the existing system efficient than creating a new structure.
- Village institutions could be provided better legitimacy if the activities are based on existing policies.

5.1.1.3. Implications of having local partnership

The project holders of the two projects are ADRA Germany and Malteser International. While ADRA Germany is implementing the project through its Indian chapter ADRA India, Malteser entered into partnership with SSK for implementing the project. A brief review of the two organizations in India and implication of partnership on the quality of implementation is presented below:

ADRA India is a registered NGO in India and has been operating here since 1992 with a strength of 170 full time staff and approximately 300 volunteers, with a head office in Gurgaon, Haryana, two field offices in Tamil Nadu, one field office in Uttar Pradesh and Mizoram, two field offices in the Andaman and Nicobar Islands, one regional office in Patna and one field office in Forbesganj, Bihar. Therefore, ADRA India has huge set-up, outreach and capability to implement the 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. Unlike ADRA it is not a registered organization in India and operates 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.

An analysis of the two approaches is presented below:

In spite of being registered as an Indian NGO and working mainly through Indian staff, ADRA is still a national organization and different from an organization which is rooted locally. Most of the projects are implemented through Project Staff, who are hired for specific projects. The Project team felt that a local partnership would have helped more for backward-forward linkages. The project team felt that local partnership might have helped in faster rapport building with the community.

Although ADRA had implemented ECHO funded project in the same villages through local staff, but most of the staff were made redundant with the project closure, as there was a few months'

gap to start the DIPECHO project. A fresh recruitment was done for the DIPECHO project. Because of this, it was found difficult to pass on the institutional knowledge and experience of the previous project to the new team.

ADRA has this realization and therefore trying to establish local partnership. They have already identified one partner for this purpose.

Absence of partner has had its own advantages for ADRA. More technical people, with long working experience in ADRA chipped in to develop strategies and support implementation. The project team got support from the core technical staff. The project team was hired according to the needs of the project, therefore suitably competent people with vast experience of similar projects were appointed.

MINT felt that the partnership with SSK brought many values in the implementation. The existing policies, approaches and historical presence of the partner in the target areas added values in the implementation. There has been little staff turnover so far and therefore, it has not adversely impacted the implementation. The huge outreach of SSK also helped MINT to quickly roll out the project.

SSK deployed some of its regular staff for project implementation, and they carried the organizational behaviour and approach in the implementation to the newly recruited staff. In case of ADRA, the staffs were professionally competent and experienced and they have been working efficiently for quality implementation of the project, yet, they are not familiar with the organizational culture and behaviour.

Key lessons Learned and recommendations:

Both the organizations adopted different approaches, and both approaches were found with advantages and areas of improvement. Following key lessons can be drawn from both the approaches for future responses:

It is advantageous to have better rapport with the communities, staff rooted in the communities and having grasp over the traditional knowledge of the communities. It is secondary whether it is done through a partnership or directly. However, for national and international organizations it is useful to enter into partnership with local organizations or CBO to have advantage of backward and forward linkages. The local organization would stay in the area, and therefore can ensure sustenance of the outcomes achieved through the projects.

Even in case of local partnership a fine balance in the partnership needs to be maintained, so that policies and approaches of both the parties create a synergy effect. This synergy was seen in the current project and needs to be sustained and carry forward.

A local organization is better placed to take up advocacy issues than an international organization. Therefore, a partnership is recommended for improved RBA. MINT already has a partner and ADRA has identified a local partner to facilitate in advocacy, lobbying and networking.

While ADRA realizes the value of a local partner, it implemented the project with similar efficiency due to its long presence in the area. ADRA could successfully take-up some advocacy issues also. Since ADRA did a fresh recruitment for the project, therefore it recruited the people according to

the competence required for a particular position. Therefore, more professionalism can be seen there.

MINT, with local partners, saw following benefits in partnerships with SSK:

- 20 years of experience in the area and in close touch with communities for many years
- Strong professional experience and organizational values like working in participatory mode with communities and strengthen their self help capacity and not make them dependent
- Strong administrative and logistic set up (e.g. office, accounting section, vehicles etc.)
- Permanent staff imparts organisational behaviour and values to new staff appointed for the project resulting in strong team spirit.
- Support and building of capacity of local organisation is sustainable as the organization will continue.
- Because of local partners, Malteser is able to have a lean structure in India (only 1 expat, no local staff, no registered office)

Summary:

A partnership would be better for project continuum, sustainability and taking up advocacy efforts. At the same time, there should be fair balance in partnership, so that each adds value to the other partner, and complement for improved implementation. It could be considered to develop a partnership Tor to determine the roles and responsibilities of the two partners.

5.1.1.4. Relationship with organizational DRR strategies/ policies

As of now, both the organizations and the implementing partner do not have a DRR programme for India and therefore, the same was not articulated in the project proposal. It is not clear whether the proposals were linked with other organizational policies and strategies at the time of proposal development. Nevertheless, in both cases, the organizations are trying to link their project with other organizational programmes, policies and strategies.

ADRA is in the process of developing a long-term programme for Bihar, U.P. and West Bengal. This programme will focus on livelihood, WASH and education, with DRR, social inclusion and anti-trafficking as cross-cutting themes. ADRA is also planning a DRR programme for Bihar, which might be upgraded to a regional programme, covering Nepal also.

ADRA has made a decision to continue in the project villages through these programmes, even after completing the DIPECHO project.

Malteser has not linked its project with any programme or policies or strategies. However, its partner SSK has linked the project with its two following programmes:

1. Capacity building of the CSO working at the grass root
2. Strengthening local self-governance in the state of Uttar Pradesh

Linkage with these programmes would be quite useful for sustenance of the village groups created through the project and also creating rights and entitlements of the most marginalized families. Improved awareness on rights and entitlements would certainly help in better preparedness, and

mitigation of vulnerability. These programmes would also help the village groups to have better linkages with Panchayats, Block and District level development plans.

Key lessons learnt:

ECHO recommends that DIPECHO projects should not be planned in isolation, and preferably they should be made part of larger programmes of the organizations to achieve more sustainable results. This is a good suggestion as duration of 15 months is too inadequate to provide sustainable solution to the increasing and changing pattern of vulnerability of the communities. In case of ADRA and MINT, the DIPECHO projects were planned as continuum of previously implemented flood recovery projects, which was a good strategy to achieve more sustainability in the outcomes achieved.

It is encouraging to note that ADRA is developing programmes to provide follow-up support and SSK is also linking the project with the existing programmes. This approach needs careful follow-up. MINT is perhaps not coming up with a programme, but is exploring the possibility of follow-up support.

Although SSK has a plan to link the project with two organizational programmes, but these two programmes are like organizational approaches, without sufficient funding. Therefore, it would be challenging to support the project interventions with, with financial support, once the project funding has ended.

It is not explicit in the proposal documents that how the projects were connected with other policies and strategies of the organizations. Similarly linkage with international instruments and standards, such as Hyogo Framework for Action (HFA) and Humanitarian Accountability Partnership (HAP) could be made specific. HFA and HAP could be considered for future projects and programmes.

Summary:

Section 5 of the Single Form, on Cross-cutting issues could also be used to describe the programmes of the organization, and the manner the project would link with those programmes. It could be elaborated there that how the organizational programmes would provide consolidation support to the project.

5.1.2. Stakeholders:

Key Questions with regard to stakeholder's analysis:

- Basis of stakeholders identification
- List of identified stakeholders, and the purposes
- Coordination pattern with 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.

A comparative table of identified stakeholders, along with their roles is presented in table below:

ADRA	Malteser/SSK
<p><u>Village Panchayats (PRI):</u> PRI being a legitimate and elected body, helps in easy roll out of plans in villages, facilitates the process, enhances acceptability in the villages, implementation of development and mitigation plans, developed by VDMC.</p>	<p>Identified for the same purposes.</p>
<p><u>Mukhia:</u> Mukhiya is the elected member of the Panchayat and responsible for all development works in the village. Bihar State Disaster Management Authority recommends that Mukhiya should be chairman of VDMC in each village. ADRA has followed the recommendation in each village. This also helps avoiding any leadership conflict and ensures better linkages with the government schemes. The caveat is, the Mukhiya should not be making independent decisions at the cost of participatory decision making process.</p>	<p><u>Gram Pradhan:</u> This position is equivalent to the position of Mukhiya in Bihar. The village development is carried out through this position. Most of the Pradhans don't live in flood prone areas and therefore are not sensitive to the needs of the flood affected population. Sensitization was done for them, so that they take interest in mainstreaming of DRR plans in village development plans.</p>
<p><u>Panchayat Secretary (PS):</u> The Panchayat Secretary is a government official at the village level. He participates in each function of the Panchayat, keeps minutes of meetings and other records. Key role in forwarding village development plans for approval. Member of the VDMC, following the guidelines. PS is not a decision maker but facilitates decision making process of Panchayat and therefore quite instrumental in getting DRR plans mainstreamed in development plans.</p>	<p><u>Panchayat Secretary:</u> The role is exactly the same in target areas of Malteser/SSK in U.P.</p>
<p><u>ICDS Sevika and Sahayika:</u> Responsible for supplementary feeding and immunization at village level, and therefore plays key role before, during and after disasters. Keep records of the most vulnerable, such as pregnant women, children, elderly etc. Both have been made part of VDMC.</p>	
	<p><u>Lekhpal:</u> Lekhpals function at Tehsill level, which is an</p>

	<p>administrative unit between Block and District. Damage and loss assessment is primarily done by this position and therefore plays a significant role after occurrence of disasters. Lekhpals also keep land records – individual and Gram Sabha. Plays significant role in finalization of BPL list. Lekhpal is responsible to prepare annual report on crop. Given all these roles, he is obviously an important stakeholder in the DP project.</p>
<p><u>Ward Members:</u> Ward is a unit of Panchayat, which is created at the population of 1,000 people. A ward member is elected in each Ward, who becomes part of Panchayat. A ward member functions as community mobilizer, and expected to help the people to access the government schemes intended for them. Given this function, a Ward member is a significant stakeholder and therefore made part of the VDMC.</p>	<p><u>Ward Members:</u> Ward members have been an important stakeholder in the project. Many of the ward members are the members of the HDMC and the task forces created under the project.</p>
<p><u>Auxiliary Nurse Midwife (ANM):</u> She is responsible for implementing health related schemes at the village level. She functions with the most vulnerable section of the population, and therefore can be very useful during disasters. Can also provide training to task force members on first-aid related issues. ANMs have been made part of VDMC.</p>	<p><u>Auxiliary Nurse Midwife (ANM):</u> ANM plays a major role in implementing health schemes at the village level. In MINT/SSK project area it was found during the DRR planning process that they do not visit the flood affected areas. Given their importance, but absenteeism, they have been identified among key stakeholders.</p>
	<p><u>Aapda babu (Disaster Clerk):</u> Responsible for dissemination of warning. He keeps disaster related information and remains available in flood control room, particularly during the monsoon season. Responsible for post mortem (dead bodies and carcasses)</p>
<p><u>Post Office and Police Station:</u> If PO or PS existed in the village, then they were made part of VDMC. PO is usually well informed about the village topography and therefore very useful in suggesting evacuation routes, shelter places etc. Police personnel are useful for patrolling, embankment safety & protection, post-mortem to get compensation. Wireless of PS works all the time.</p>	
<p><u>CBOs:</u> Have been identified to expand the relief and awareness.</p>	<p><u>Partners:</u> MINT and SSK have identified six local partner NGOs to expand the activities in wider areas.</p>
<p><u>Panchayat Samiti Pramukh:</u> Has a right to approve Rs. 25,000 for relief in case of disasters. Can help in</p>	

approval/execution of village level development/mitigation plans.	
PHC: Medicine for pre and post disasters. ANM is part of VDMC. Treatment for snake bite cases, bleaching powder, halogen tablets, for referral.	MINT/SSK have identified PHC to coordinate on post disaster health related response, and to get supply for the first-aid boxes. PHCs are useful player to maintain sanitation and hygiene in a post-disaster situation.
Block Development Officer (BDO): Helps in mainstreaming of mitigation plan into development plans	Block Development Officer (BDO): To mainstream DRR plans into development plans and to ensure sustainability
Circle Officer (CO): Responsible for disaster management at the Block level. Helpful in synergy of project activities with the government programmes. Provides technical support, such as type of boats, appropriate for the area.	
Block Agriculture Office (BAO): Agriculture is a primary occupation in the project villages. BAO is quite helpful for alternative agriculture, if there is drought. Responsible for assessing the crop loss for compensation. Agriculture inputs, in case of disasters, are provided through him only.	District Agriculture Officer: MINT/SSK has identified District Agriculture Officer for similar kind of support.
Animal Husbandry (Veterinary Officer): Responsible for immunization of livestock before the periods of disasters. Manage 24 hours control room during monsoon to provide preventive support and treatment.	Identified by MINT for similar function. Pre-monsoon vaccinations have been done for the livestock.
Press (Media): Press covers each programme and therefore generate awareness. Helps in advocacy.	MINT/SSK has good rapport with the local print and electronic media. Issues related to disaster preparedness gaps etc. have been raised by the media from time to time.
Zila Parishad Member: There are three members in the target areas. They are the representatives at the district level planning body and therefore helpful in getting mitigation plans integrated in development plans.	
District Magistrate: Chairman of District Disaster Management Authority, and therefore helpful in enhancing the activities implemented under the project.	District Magistrate: To establish efficient early warning system in partnership with district administration. Mainstreaming of DRR planning. To take up resource intensive activities through district development funds for joint DP efforts, which would not be feasible through project budget (e.g. raised latrines, rescue platforms)? Provides Livestock protection support To replicate models of the project e.g. raised hand pumps.

<p><u>Additional District Magistrate (ADM):</u> Functions as coordinator with the DDMA. Therefore helpful to get the projects activities included in DDMA plans.</p>	<p><u>Sub-Divisional Magistrate (SDM):</u> To trouble shoot the problems in implementation of activities SDM is part of revenue department, which is primarily responsible for relief. He is mainly responsible to manage CRF. Also holds judicial power. Critical in EW system. He is the key position at tehsil level, plays important role in information dissemination. Makes decisions on setting up relief posts, dispatching relief material, etc. Responsible for organizing rescue operation.</p>
<p><u>District Informatics Officer:</u> Maintains the portal with useful disaster related information. Uploads the information on resources, taskforces etc on the website www.idrn.gov.in. Will use the website to get progress reports etc. and also to share good practices of the project through this website.</p>	
	<p><u>Tehsildar:</u> Functions under SDM. Assists SDM in organizing relief operations.</p>
<p><u>Assistant Commissioner - Social Security:</u> Schemes for disabled, widows. VDMC list has been provided to him. Aid and appliances (hearing aid) etc. have been distributed through his help. ADRA will continue working with him to help more disabled to get appliances.</p>	
<p><u>Deputy Development Commissioner:</u> responsible for development of the district</p>	
	<p><u>District Disaster Management Cell</u> Responsible for development of Disaster Management plans and coordinates the implementation of the plans before, during and after disaster</p>

Coordination pattern with stakeholders:

Many of the stakeholders were identified by the communities themselves through the Resource Mapping exercise at the initial stage. ADRA and MINT facilitated the stakeholder's identification exercise, so that no important stakeholder was left out. Subsequent to identification, rapport building exercise was done. Some of the identified stakeholders were invited to participate in the planning exercise and also in implementation. For example, PRI helped in rolling out the projects in the villages. 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. The projects started with meetings of the Gram Sabha (Village Council). These meetings were used to share the expected roles of Panchayats in implementation and also to agree upon the areas on involvement in the implementation cycle. The Identification of Mukhiya or Gram Pradhan was a smart move, as they are responsible for all development works in

the village including NREGA and therefore critical for mainstreaming of mitigation and risk reduction plans in development works.

Similarly both the projects identified all the key elected as well as administrative positions at village, block and district level that could have helped in mainstreaming of DRR features in development work and making the disaster response more efficient.

In Bahraich, the eight target Panchayats have developed their DRR plans under the project. Out of the eight plans, seven have already been accepted by the BDO and integrated in the official village development plans. The remaining one is in the process. The execution is likely to start from the next year onwards

Many of the stakeholders, such as Lekhpals, Aapda Babu, PHC, ICDS Centres, Post Office and Police Station were helpful in providing useful insights and therefore in development of good contingency plans. Some of the stakeholders, such as Panchayat Samiti Pramukh helped in organizing events under the projects.

Panchayat Secretary: Local development plans are developed in open meeting of Gram Sabha. Integration of DRR plans in development plans can be done through Panchayat secretaries only. Panchayat Secretaries have been helpful in convergence of DRR plans in NREGA.

ADRA has developed good rapport with BAO, who will have more involvement in the project while implementing the mitigation plans. They are expected to help the target communities in mainstreaming DRR features in agricultural activities.

ADRA has also developed good rapport with the local media, particularly electronic media, which covers key events of the project. The Masons training was covered by the media which provoked interest of many other masons of the surrounding area to join the training programme to learn mainstreaming of disaster resistant techniques in construction.

ADRA had constructed six Multi-Purpose Disaster Shelters during the previously implemented RECOVER Project. Under the current project, a proper access road has been constructed for all shelters under NREGA. This could be achieved through a good rapport with the Zila Parishad members.

MINT and SSK have developed excellent rapport with the DM of Bahraich district, because of which the project is being implemented in coordination with many government schemes. The DP was too appreciative of the hand pumps, installed by MINT on raised platforms. He has now issued an order to raise platforms of 800 hand pumps, installed by the District administration in flood affected areas. He also appreciated the mitigation and preparedness plans, developed by HDMCs. He has ordered to construct High Raised Platforms (HRP) in each flood prone village of the district, so that vulnerable population could take shelter on it during floods. The size of the HRP will be according to the population size of the village. India Mark II Hand pumps will be installed on each HRP, to make potable water accessible to the people during floods. This activity is a very good example of spin off effect. The HRP was not part of the original project proposal, but the idea emerged during the DRR planning in the villages. And each HRP generates 3,000 NREGA labour days for the communities.

ADRA organized a Stakeholders workshop to launch the DIPECHO project. This was quite a successful workshop and paved a solid foundation for project start-up. The workshop was organized in cooperation with the local administration, which was held at the DM's office. In addition to the DM, representatives from the government line departments, PRI members from the operational villages, community members, local NGOs, media and ADRA-India staff members participated in the meet. This workshop helped in achieving twofold purposes of; 1) introducing the project components to all key stakeholders, and 2) securing their participation in the implementation.

Both the organizations have identified Animal Husbandry departments as one of the key stakeholders and also established good rapport. Livestock, particularly cattle, plays a key role in the local economy and many poor families survive on them during lean period. Evidently, livestock are highly vulnerable during disasters, particularly water induced disasters. To minimize their mortality during disasters, the Department vaccinates all the livestock before and after floods. This is a significant breakthrough made by both the organizations to prevent recurring economic loss of their marginalised target communities.

Rapport with PHC has also been proved significant in terms of disaster preparedness as well as response. Flood posts are part of the PHC, which are established during floods to provide preventive and curative health care. MINT and SSK successfully advocated with them to keep those vaccines necessary to prevent outbreak of diseases during floods. These posts are keeping antidote for snake bite cases.

ADRA has developed a good rapport with the ADM who agreed to provide recognition to the Task Force and VDMC members. Each of them will have an Identity Card, signed by the ADM. This will provide some legitimacy to the members. ADM has also issued a letter of recognition for the Task Forces and the VDMCs. In addition to that he also instructs the government officials within his span of control to cooperate and participate in different activities, organized by ADRA.

Similarly MINT and SSK have developed good rapport with the SDM of the District. During the last years' flood the SDM requested SSK to help the District Administration in rescue operation. Many challenges are being addressed by SSK through good rapport with the SDM. For example, PDS (Public Distribution System) has been made accessible to the poor families within the village. Earlier the distribution was taking place 32 kms away from the village and therefore inaccessible to extremely vulnerable, such as disabled and elderly people etc.

Kandauli - one of the target Panchayats gets no electricity supply despite having a connection. In spite of that they got huge bill for two years. It was a shock for the extremely marginalised to pay hefty electricity bills, which, in fact they had not even consumed. This problem was taken up to the SDM, who, after verification, wrote off the electricity bills and also ordered for proper supply in the villages. Now the SDM has started organizing Public hearings every month to deal with such problems. One public hearing was organized in Ahata village, where no government official had visited in the past.

MINT and SSK achieved good success by collaborating with the Tehsildar also. The River Ghaghara has been changing its course. Many poor families lost their land and houses. At the same time,

powerful people had been encroaching the land emerging on the other side of the river. MINT/SSK have been facilitating the public advocacy, which has not yielded any results so far.

The entitlements are better claimed by the disaster victims due to improved awareness and better rapport with the responsible government officials. VDMC, Relief posts and Tehsildars are working in coordination. However, a lot has yet to be done so that excluded people could get their full entitlements. One woman, who had lost her son, got compensation of Rs. 100,000. Baseline data generated by SSK was used by the Tehsill to upgrade and triangulate their baseline on assets and belongings, such as livestock, etc. This baseline data will be used to determine compensation in the event of a disaster.

ADRA has successfully mainstreamed six DRR plans in the development plans of the government. MINT and SSK have developed 18 plans so far. Mitigations plans are under the process of finalization. After finalization, they will be merged with the Panchayat plans. This plan will be shared with the BDO to be incorporated in the Annual Development Plan.

ADRA organized a Stakeholders workshop; in presence of all key stakeholders to kick start the workshop. MINT/SSK did not organize such workshop.

Key lessons learnt and recommendations:

Obviously 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.

The stakeholder's identification process was good and both the organizations did commendable work for identifying the most relevant stakeholders for the communities. The table on stakeholders indicate that some stakeholders were common for both the organizations and some were not. It could be because of different administrative structure in the States. However, 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 all those stakeholders, who were supposed to work for development and disaster risk reduction 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.

Summary:

The stakeholders' identification process presents replicable example of good practice. Both organizations did commendable job of facilitating the communities to identify stakeholders through mapping exercises and add more stakeholders, given their understanding of the context. More frequent sharing between the two organizations would have made the process more comprehensive. The example of stakeholders' identification and analysis should be disseminated at wider level.

5.1.3. Project Cycle Management Process:

5.1.3.1. Advocacy issues and methods of advocacy:

It seems that advocacy was not a key part of the implementation strategy. No advocacy plan or concrete advocacy strategy was formulated in the beginning. 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, do 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.

Some success examples of advocacy initiatives of MINT and SSK have been presented under the section on stakeholders. Public Hearing is one very good example. In addition to that some government schemes are being effectively implemented due to the advocacy initiatives.

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 have planned awareness generation amongst the target communities on the government schemes, particularly on disaster relief and food security related schemes. ADRA has planned training on Calamity Relief Fund, NREGA, National Social Security schemes, etc. ADRA has successfully helped 20% members of the task forces to get registered under NREGA. This is a significant achievement for the project.

MINT and SSK have been organizing training for project beneficiaries on following themes:

- Social Security Schemes like Calamity Relief Fund (C.R.F.), Old Age Pension, Widow Pension Scheme, Disability Pension Scheme, Indira Awaas Yojana (I.A.Y - Grants for housing construction for people below poverty line), Rural Electrification.
- Employment related trainings like NREGA, Swarnjayanti Gram Swarozgar Yojana (SGSY - Self employment for rural poor through SHGs), Panchayati Raj Institution (P.R.I.).
- Health related trainings: WATSAN, Traditional Birth Attendant (T.B.A.), Janani Suraksha Yojana (J.S.Y. Reduction of maternal and infant mortality rates by increasing institutional deliveries in below poverty line (BPL) families), Safe Drinking Water.
- Agriculture related training: Crop Insurance Scheme, Improved Cropping Mechanism, organic Composting.

Key Lessons Learnt and Recommendations:

A number of advocacy initiatives were taken up by both the agencies. At the same time, it seems that there remains a scope of advocacy on macro issues. A case is presented below:

The Jarwal Block faces constant problems of land erosion and displacement. More than 1,200 families have been displaced in the recent years. The CRF guidelines do not have entitlements for those who lose houses in land erosion. SSK mobilized the people on this issue. A women's rally was organized on International Women's Day on 12th March 2010, and charter of demands was

presented to the SDM. A memorandum has also been given to the government. However, the problem is, the displaced families do not have documentary evidence to prove what they have lost. Lack of documents, coupled with lack of policy provision, denies them any opportunity of compensation and rehabilitation. This is a larger issue, which should preferably be addressed through NGO networks and by doing analysis and critique of existing policy.

Both the organizations organized 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 addressed 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.

Summary:

Advocacy is an important tool in the DRR sector, due to favourable policy environment. Both the States enacted DM Bill long before it was adopted by the GOI. There are clearly laid down DM policies in both the states and therefore an advocacy strategy, developed at the time of the proposal development would have provided focused direction to the advocacy component of the organizations. Both the organizations have been successfully taking up advocacy issues, based on the experiences. The existing policy documents present an opportunity to advocate for their better implementation in favour of the most vulnerable.

5.1.3.2. 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



A disabled person, part of EW Task Force in ADRA village

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.

Environmental degradation was another cross-cutting theme. The activities were designed in a fashion that they contribute in promoting the environment than putting any adverse impact.

Key lessons learnt and recommendations:

It is obvious that 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.

It has been witnessed in many humanitarian responses that socially and economically marginalised groups, e.g. Dalits, get excluded. They lack proper capacity to claim their rights and entitlements. The faulty development pattern impacts them more, pushes them on further margin and creates a vicious cycle of poverty and helplessness. Even in the case of the two project areas, the vulnerability of poor people has been increasing because of mega development projects. Such marginalized groups are denied their rights and entitlements under development projects as well as under disaster response projects. Given this understanding, both the projects put adequate emphasis on inclusion and capacity building of the most marginalized. Leadership was inculcated among them by including them in task forces and through various training programmes.

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.

Summary:

There are structural barriers in every community, and some sections are always excluded for one reason or the other. Rigid caste system and caste based discrimination are major factors of inclusion for the people in India. The two projects successfully addressed such barriers through inclusive approach. The efforts should be continued to put sustainable impact on such barriers. While ADRA demonstrated better success on inclusion of women, children and Dalits, MINT/SSK demonstrated better success on inclusion of Dalits. Therefore, both organizations have something to share with each other and this inclusive approach should be demonstrated at large level.

5.1.3.3. 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. The communities received material benefits. This is why, initially community mobilization was challenging in absence of material benefits. Whatever hardware components are planned, they are either to help in mitigating the risks or enhancing community preparedness. For example, ADRA had constructed six multi-purpose disaster shelters during the previous project.



Hand pump on raised platform in MINT village

Under the DIPECHO project, ADRA has planned to construct separate latrines for men and women, for ensuring proper sanitation during flooding. At the same time, access roads have been constructed through linkages with NREGA, for all shelters. In addition to that ADRA will provide them search & rescue devices, first-aid boxes and boats. All these are part of preparedness.

MINT also has provision of boats, hand pumps on raised platforms, boats including search & rescue kits, first-aid boxes and solar lanterns etc. MINT kept the hardware components to a

minimal level and planned to use them as an example for the government, so that the government could upscale it at larger level. This proved to be an effective strategy.

The DM of Bahraich has instructed 183 Gram Pradhans to identify places where High Raised Platforms could be constructed under NREGA, so that people can take there shelter during floods. The size of HRP will vary according to the size of the population. Average size will be 50 feet x 100 feet, 2m height. Relief items will be distributed by the government on these platforms. This activity is a very good example of preparedness through advocacy efforts of MINT and SSK.

Key lessons learned and recommendations:

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. This is a good practice and this approach must be disseminated at larger level.

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 have 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.

Summary:

The two projects demonstrated good approach of RBA. Both focused on software components and get the hardware part done through linkages with the government. That is the right approach in a context, where provisions and budgetary allocations have already been made by the government. While ADRA demonstrated success on mobilizing government resources to upgrade the structures created by it, such as link road under NREGA for the multi-purpose shelters, MINT/SSK demonstrated success in demonstrating good mitigation/ preparedness examples to the government for up-scaling it at wider level. Hand pumps on raised platform are examples of that.

5.1.3.4. Networking

This remains an area of improvement in both the projects. The organizations largely coordinated with government bodies and with each other, and which proved to be helpful in better implementation of the projects. The similar intense coordination with other networks was

missing, primarily because of lack of efficient coordination mechanism. In both the States, Inter Agency Groups (IAG) exists, which comprise of humanitarian agencies. However, these IAGs are almost non-functional. It is recommended that DIPECHO partners should try to make the state networks effective to improve coordination among humanitarian organizations.

Disaster preparedness projects can become more successful by replicating good practices. These two projects have demonstrated many good practices and therefore, both the projects can work more on networking for promoting advocacy and disseminating good practices.

5.1.3.5. 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. The good practices are presented below:

Both the organizations 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 has facilitated the farmers to get Kisan Credit cards, aids and appliance to disabled people, pension under different social security schemes, etc.

Because of the improved understanding two hamlets of Kandauli village in Bahraich demanded for electricity connection and their demand was met.

The HDMC 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.

MINT and SSK translated the project results and activities in Hindi and shared with HDMC. This was a good practice and can be replicated in other areas.

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 2011.

More unit cost has been considered in Bahraich district for the houses under Indira Awas Yojana, so that DRR features could be incorporated.

Recommendations:

More awareness on CRF entitlements need to be created. 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.

Summary:

Both the organizations have done commendable work on creating awareness on rights and entitlements. In a country like India, where there are enough policy provisions, but flaws in implementation, significant achievements can be made through a rights based approach. Both the states have enacted DM act and have clearly defined DRR policy. A little more thrust can be given on that, so that people get their due entitlement under CRF and NCCF and also their complete entitlement under food and social security schemes. It would be advantageous to have training of staff on RBA and food schemes of the government.

Result 2:

5.2 Early Warning system:

Key Questions:

- Comparative analysis of baseline on EW system prior to projects commencement
- Comparative study of EW systems installed, their efficiency and effectiveness
- Community ownership
- Involvement of local government and elected bodies in EW system operation
- Sustainability

A comparative table containing result areas of both organizations and the indicators for comparative analysis is presented below:

Result 2 – ADRA	Result 2 – Malteser	Points to compare
Emergency communication systems & networking mechanisms are reviewed and their efficiency and effectiveness is enhanced.	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	<ol style="list-style-type: none"> 1. Comparative analysis of baseline on EW system prior to projects commencement 2. Comparative study of EW systems installed 3. Community ownership 4. Involvement of local government and elected bodies in EW system operation 5. Sustainability 6. Usage pattern of the website/ Internet platform

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.

The DM policy of the GOI commits for, "*Strengthening disaster management information centres in programme states and districts for accurate dissemination of early warning and flow of information for preparedness and quick recovery operations*".

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. Let's examine the system adopted by both the organizations.

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, also by involving an external expert person, to make decision on CBPFEWRS (Community Based Participatory Flood Early Warning and Response System). The study reviewed the existing flood early warning system in Bihar. Subsequent to that a five-days training-cum-workshop was held with participants from ADRA, Early Warning Task Force members, PRI members and one Person with Disability. The participants conducted participatory analysis of hazard (flood), vulnerability and capacities, and develop framework for the flood early warning system and flood early response system. Accordingly, the CBPFEWRS was designed by integrating early warning and response system both.

The proposed model of CBPFEWRS 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 system has incorporated them in the early warning system. The people who read such signs are expected to pass on the information to the Early Warning group.

The study assessed the early warning system by interacting with the Central Water Commission (CWC), Flood Control Division, and Agri-metereology Division. Based on the interaction, following shortcomings were identified:

- a) The forecast was mainly a one-way process, with those issuing warnings not fully aware of the needs and priorities of vulnerable communities.
- b) The warning was not disseminated to village level. It was displayed at the block offices; many villagers could not comprehend the message due to its complex language.
- c) Little time gap between warning and occurrence of flood, and therefore hardly any time to evacuate and protect assets and belongings.
- d) Lack of local community involvement in decision making process of flood management
- e) People did not take warning too seriously, as it came from the government and not through the people more trusted by them.

Thus the study made following recommendations:

- a) The framework should include (i) knowledge of the risks faced and people at risk; (ii) proper monitoring and warning service; (iii) the dissemination of warnings to those at risk; and (iv) public awareness and preparedness to act.
- b) Involvement of local communities in all the four elements mentioned as above, so that the community could become recipient as well as source of the information.
- c) Those issuing early warning information need to know how communities perceive flood risk, and the reasons that underline their behaviour when floods threaten them.
- d) The language of early warning should be simple and easy so that it could be understood even by illiterate recipients.
- e) Community needs to be capacitated to disseminate information efficiently.
- f) The warnings must be 'accurate', 'early' and 'warn' so that if alerted to an impending flood situation, the community gets a lead time to prepare for evacuation. The community is not likely to respond to early warning systems if the earlier warnings were not accurate.
- g) Revival and integration of traditional indigenous knowledge system on early warning to make the modern system more effective
- h) To integrate modern technical knowledge (like remote sensing) in flood early warning.

By incorporating the recommendations and suggestions made by the participants in the workshop, following early warning and response system has been installed by ADRA in the project villages:

The CBPFERS model will be colour coded and sound coded. 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:

Level 1: Stand By	Level 2: Prepare to Evacuate	Level 3: Evacuation
Colour code: Green	Colour Code: Yellow	Colour Code: Red
Conditions <ul style="list-style-type: none"> ▪ Peak rainy season ▪ Water level 2 meter below Danger Level 	Conditions <ul style="list-style-type: none"> ▪ Continuous rain for 1-2 days in neighbouring area and in Nepal Terai region ▪ Water level 1 meter below Danger Level 	Conditions <ul style="list-style-type: none"> ▪ Continuous heavy rain for 3-5 days in neighbouring area and in Nepal Terai region ▪ Water Level Above Danger Level ▪ Flood in impending in a couple of hours
Responses <ul style="list-style-type: none"> ▪ Flood zone mapping ▪ Resource mapping ▪ Issue alert to vulnerable groups ▪ Identification of most vulnerable people and issue alert to their neighbours to help them ▪ Review of roles of responsibilities of all TFs and VDMCs ▪ Identification of safe places and their cleaning ▪ Checking of mega-phone, loudspeakers, etc. 	Responses <ul style="list-style-type: none"> ▪ Issue alert to all villagers to be ready for evacuation ▪ Arrangement for dry ration (chura, sattu, chana, etc.) for 5-7 days at household level ▪ Checking of drinking water, light, toilets and medicine at safe place (shelter) ▪ Arrangement of torch, rope, sticks, bamboos, etc. ▪ Safe keeping of important papers and documents ▪ Issue advice to children, old, pregnant ladies and physically challenged persons to stay within sight. 	Responses <ul style="list-style-type: none"> ▪ Villagers start moving to safe places together with their dry ration and valuables/ important documents ▪ Start sending to vulnerable and most vulnerable people in the supervision of TF and VDMC members ▪ Start sending the livestock to safe places ▪ Head count at safe place to ensure all have vacated ▪ Checking to empty households and properly lock them

Operationalization of the system:

Following steps have been taken up by ADRA to make the system operational:

A one day orientation programme will be held with the DDMA, CWC and Flood Control Division officials to explain the system and seek their cooperation in its effective implementation. 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 CBPFWRs.

To contextualize the model, one day meeting/workshop will be held with VDMC, TF members and village opinion leaders in each village. In these meetings ITKs will be identified and integrated in

the early warning system. A consensus will also be reached on sound codes for different alert level.

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. The village volunteers shall be tasked to monitor the markers, particularly during monsoon season.

Early Warning and Response Kit will be provided to the Early Warning team. The kit will be consisting of a strong rope, 3-4 torches, 3-4 knives, 1 Megaphone, 3-4 plastic sheets strong enough to cover important documents and first aid materials.

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. There are a number of web based service providers which provide free SMS service to individuals and groups. In this case, the IMD station, DDMA and CWC can register their mobile numbers at the website. ADRA office shall assist in providing mobile numbers of the community level communicators and observers to these institutions. In turn, these institutions will form a flood watch group at this website, and through an instant click can send the SMS immediately to all the mobile numbers directly. The SMS will be short and sharp, which could be pre-decided for each alert level.

The ADRA office has established linkages with IMD Agri-meteorology station at Pusa for providing weather forecast for flood early warning. Villagers around Pusa are already receiving regular updates from the centre. ADRA is now making this list wider to include all EW team members. Similarly, ADRA office will make effort to link villagers with updated technology on mobile charging, which does not require electricity. Nokia has recently launched a cycling charger for mobile, which is very relevant in the villages where electricity is a recurrent problem.

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 Bahraich 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. With the Sharda, Ghagra, Rapti, Budhi Rapti and Gandak in spate, many villages in Bahraich along with neighbouring districts get marooned. Girijapuri barrage is the main cause of flooding in Bahraich 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. To provide protection to the low lying areas, a 110 kilometre long embankment was constructed. While providing protection to many villages, the embankment has added more to the miseries of the villages on the other side of the embankment where the most vulnerable population lives. Since the creation of embankment floods have converted into water logging in these areas.

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.

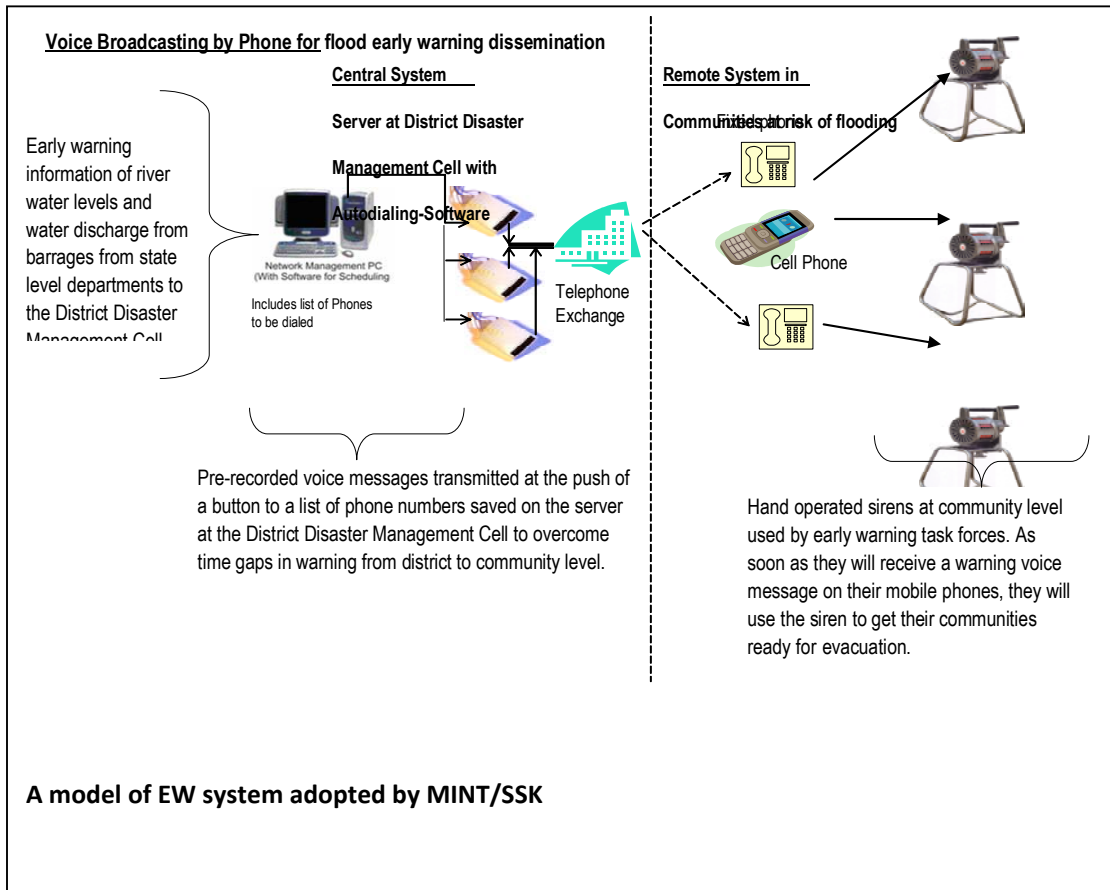
Over the years the villagers have developed their own system of early warning. The traditional EW system can be summarized as under:

- a. The major factor which community considers being the most important indicator of flash flood is the continuous rise of water level in the water channel called Bhakosa Nala, which flows near to their hamlets as its one end is connected to the Ghagara River.
- b. When the Bhakosa Nala overflows, the water starts entering nearby hamlets. People fix Bamboo stick (as a scale to measure water level) at a distant place from their hamlet and vigil the Bamboo stick time to time. This way they are able to find:
 - Water level
 - Volume of water
 - Expected time of entering flood water
- c. Getting time to time updates of water level in the Ghagra River from the people residing near the river, who usually visit these floods affected areas due to their family bonding.
- d. Some of the active citizens of the respective hamlets and the Pradhan collect information from the Block office and daily newspapers and disseminate the information through loud speaker installed at temple and mosque and through mobile loud speakers.
- e. Radio plays an important role, but people feel that the flood forecasting messages broadcast by local AIR station are more general and have little information for these areas; to make the information more vivid and informative sequential information of the river situation at upstream with adequate information of the embankment should be included.
- f. People have their own calculation that if it rains continuously for three to four days in the adjacent areas and in the Nepal region (come to know through radio transmission), water will reach the low lying areas within 12 to 24 hours.
- g. Even important festival like Nag Panchmi, Raksha Bandhan, Janmashmi, tija act as a time to experience a flash flood. This is what they have experienced in past years, so along with festival preparation they also plan for flood mitigation.

In spite of having these 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 is presented below and operational part is explained subsequently:

The system, presented below, 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 installing an EW

system, which is exceptionally useful to warn the community in advance about an impending threat.



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. MINT/SSK purchased it from a Chennai based company and modified it a bit to make it more user friendly. Simultaneously 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. Following steps have been taken to operationalize the system:

- a) The DM provided a dedicated space in the District Disaster Management Cell (DDMC)/Early Warning Cell, where the Linux based software was installed in a computer provided by MINT. This Cell will remain operational 24 hours during the emergency monsoon time from July to October. 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 (they need to update the administration in

- case their phone numbers change). The IT person has been trained by MINT and SSK. The DM has also ensured 24 hours Power back up to the system.
- b) Mobile and landline numbers of all officials at Tehsil, Block and District levels have been fed into the system. In addition to that numbers of Pradhans and four persons from each flood-prone village has also been fed. 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. The person manning the Disaster Management Cell will keep updating the numbers in case of any change. To maintain the system a top down and bottom up approach is required, that means the community has also to ensure that the system is operational, their phone numbers are updated etc.
 - c) The DDMC receives official information regarding water release of the barrages and water levels via the respective authorities based in Lucknow. Furthermore the DDMC has established coordination with the Control Room at the Girija Barrage. As soon as the Barrage releases water in volume of more than 100,000, the message will be delivered to the DDMC. Sometimes water is not released in one go, but in phases. Even in this case if the volume of water is more than 100,000 cusec, even if released in a span of 2 or more days, the information will be disseminated. Water in this volume has potential to trigger floods. Normally it takes 24 hours time for the water to reach the low-lying areas of the district.
 - d) 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, giving precise information on the release of the water.
 - e) This information will especially reach to the project villages, where people also monitor the flood level, by using traditional methods. Mobile phones will be provided to selected EW task force members. The phones would belong to Hamlet Disaster Management Committee (HDMC). All these information will be presented to the HDMC who will make a decision with regard to evacuation plan.
 - f) The Early warning task forces will use sirens to alert the people, and use mega phone to give specific information on the possible timing and severity of the flood. The detailed action plan of warning messages has been worked out.
 - g) The district administration is trying to coordinate with other districts to share the information. The system might be replicated in other districts too, having same source of flooding.

Key lessons learnt and recommendations:

It is commendable that EW system in both the cases incorporated the traditional and indigenous early warning system. For long-term sustenance of any DP project, it is essential that it is built on local wisdom and practices. Both the projects have done that in this case, which presents a replicable practice.

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 - MINT and ADRA have already made the EW system operational, and therefore will have advantage of testing the efficiency of the system during the forthcoming monsoon. Since floods are almost annual phenomena, therefore, based on the experience, ADRA and MINT/ SSK would be able to take corrective steps, if needed.

It is again commendable that both systems have incorporated the government warning system. That sets a good example of RBA, which considers the government, the primary duty bearer. Both the systems have attempted to make the government system more efficient and accountable and therefore, ensured sustainability and continuum of the system. Having said that, it seems the coordination with the government is more concrete in case of MINT. A clear understanding has already been reached with the District Administration with regard to distinct roles and responsibilities of the Administration. In this case the onus is largely with the government. There remains an element of risk also, as the efficiency of the government system may drop in next few years. Nevertheless, the system is based on the assumption that the Administration would exercise its duty as envisaged in the DM Policy and would continue managing the EW system. To address this risk, the village groups have been prepared to hold the administration accountable and thereby keep the system efficient. MINT and SSK have prepared good ground within the community to be watchdog of the system. They can ensure through regular dialogue that the system remains efficient.

The system of ADRA is based on ITK and the scientific inputs provided by concerned government departments. The system has primarily been community led, also facilitated by an external expert and incorporates existing systems of the government. 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.

After comparing these two systems, this comparative study would recommend a combination of both the systems, by incorporating the software of MINT and village based observation and response system of ADRA.

Result 3:

5.3 CBDRR

A comparative table containing result areas of both organizations and the indicators for comparative analysis is presented below:

Result 3 – ADRA	Result 3 – Malteser	Indicators
The community/village level Disaster Preparedness is	Training modules and materials for CBDMC-capacity building are	1. Targeting process and criteria 2. Type of community institutions – existing/ elected/ new

strengthened through increased awareness, involvement, trainings and access to disaster-related resources.	developed, tested and disseminated	<ol style="list-style-type: none"> 3. Composition pattern of task forces 4. Linkages with government institutions 5. Functions of knowledge centres 6. Training module 7. Contingency plan 8. Hazard focus – single/multiple 9. Sustainability plan for village institutions
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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:

5.3.1. 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 (Scheduled castes) and Musahar community (lowest among Dalits).

Following criteria were framed in the proposal to target the people:

1. Families / households that would be the *vulnerable to flood*, earthquake and fire. Families / households who are *most vulnerable* within the village/community (i.e. the scheduled castes, scheduled tribes, Musahars, women-headed households, families who are ‘below the poverty line’, individuals/families with a disability, HIV or TB)
2. Community members who have the *capacity and motivation* to commit to being a part of a Village Disaster Preparedness Committee
3. The school in each Panchayat that is able and willing to be involved in the disaster preparedness educational training activities, school aged children.
4. Dropout school children will also be direct beneficiaries through general education as well as Disaster Preparedness play method.

In practice also ADRA adhered with the criteria envisaged in the proposal and targeted the beneficiaries accordingly. ADRA had already implemented a flood recovery project in the same villages, and during that time the cluster of villages were allotted by the District Administration. This was done by the Administration to avoid overlap of assistance of different organizations, which came to help in the aftermath of massive flooding of 2007.

Unlike the previous project, this project largely has software components, with almost no material benefit to the communities. Targeting had primarily to be done to identify volunteers for capacity building and to form Task Forces and VDMC. These volunteers were chosen on the basis of their capacity and competence. The primary criterion was the commitment to work for the village. While doing this, inclusion of women and disabled was given high priority. Disabled people were selected according to their strengths. Women were included even in search and rescue. The selection was done through Gram Sabha. Elderly and mature people were selected for trauma counselling. Educated people were selected for damage and loss assessment.

MINT had proposed 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. There, the local

population was not protected from flooding and was forced to evacuate completely during the flooding. These areas are the most disadvantaged and least developed, as a result from the economic impact of the reoccurring floods. Everybody who could afford has migrated away from the area. As a result, the population is particularly disadvantaged and vulnerable with a high proportion of low caste population, elderly, handicapped and families living below the poverty line.

MINT considered the government authorities up to the State level also amongst the direct beneficiaries with regard to cooperation and awareness, but segregated them from the direct beneficiaries from the villages, because enumerating such beneficiaries would be impossible. The real indirect beneficiaries were considered those to those who lived in similar kind of vulnerable context and may get benefitted through replication of activities.

The target area and the direct beneficiaries were selected on basis of the following criteria for flood risk in conjunction with local stakeholders and UNDP:

- No flood protection infrastructure: Located between the river bank and the existing flood protection dam where the local population is marginalized and physically unprotected
- Frequency of flood risk: Annual flooded area

The broader criteria framed by MINT and SSK provided guidelines to do screening of the beneficiaries in consultation with the villagers. Task Force selection criteria were developed by SSK on the basis of nature of the task force and the training modules, in consultation with villagers. Selection of members, using the criteria, was done by the villagers. In some cases, flexibility was made on the criteria. For example, one 60 years old person was made part of search & rescue, as he was the most capable person to rescue drowning people. Members were selected on the basis of their existing capacities.

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, three new Panchayats were identified in addition to eight Panchayats, where flood recovery project had been implemented. In a way, it reflects a good and replicable practice. The humanitarian organizations have learnt from the experience that, while necessity of humanitarian relief cannot be compromised, merely providing relief and recovery support would not suffice for the population living on perpetual threat of disasters. Therefore, a judicious way is to continue in a disaster prone area with follow-up programmes to mitigate risk and vulnerability of the people.

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. Since there is no provision of compensation under CRF for those whose land gets eroded, therefore, such families cannot even fight for their entitlement. Fire is another major thread 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 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. Interestingly women have expressed willingness to be part of Search & Rescue task force, but there is resistance from men. 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.

On the contrary, 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 and they have been found quite well in the role provided to them. ADRA succeeded to include because it coordinated with Handicap International (HI) on inclusion of disabled. A few workshops were held in coordination with HI, which helped in changing the outlook of the project staff, beneficiaries and even of disabled people towards themselves. ADRA also used SSK expertise to get the project team trained on social inclusion.

Therefore 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.

Summary:

Both the organizations reached the most marginalised and vulnerable people and facilitated their inclusion in task forces. Leadership quality was inculcated among them, and they were capacitated to negotiate on their development plans. This practice needs to be demonstrated at wider level. ADRA demonstrated good success on inclusion of disabled and almost equal participation of women. This practice needs to be replicated in other similar operations.

5.3.2. Type of community institutions – existing/ elected/ new

Although the target villages had been covered under the NDRMP programme, and each of the village was expected to have the task forces as prescribed in the NDRMP, but in practice, such task forces were non-existent. During implementation of RECOVER project, ADRA tried using the task forces created by UNDP under NDRMP. Either the members were non-existent or not from the village. 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 (list presented in the table below) 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 UNDP were not from the villages 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 (listed in the table below) were formed following the UNDP norms. MINT/SSK decided to follow a hamlet based approach (as opposed to Panchayat based), because communities are more homogeneous within hamlets that 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 HDMC comprises of around 8-15 members, chosen in an open meeting by the hamlet inhabitants according to the following criteria:

- Minimum 35 % women
- Representation of different age groups
- Willingness to work as an HDMC member & having time available
- Continuous availability in the hamlet (migration)
- Expertise through membership in the Committees of the previous ECHO project
- Membership in Panchayat Raj Institutions

Each HDMC comprises of five Task Forces and each task force has a maximum of nine members. The Task Force representatives of each HDMC have been merged into eight Community Based Disaster Management Committees (CBDMCs) at Panchayat level so that at this level the groups became more representative. The task forces created under the project have got accreditation from the block administration and Identity Cards with Joint signature of SSK and local administration have been issued.

HDMCs have prepared hamlet level DRR plans to feed them into the Panchayat level development plans. HDMC has very clearly defined roles and responsibilities. They meet on fortnightly basis and keep minutes properly. CBDMC is expected to function in coordination with Panchayat and to get the mitigation plans mainstreamed into Panchayat development plan.

List of Task Forces:

ADRA	Malteser International/SSK
First Aid	First Aid

Search & Rescue	Search & Rescue
Early Warning	Early Warning
Water & Sanitation	Water, sanitation & Hygiene
Embankment safety	
Patrolling and Peace Keeping	
Damage Assessment	
Trauma counselling	
Shelter management	
	Social Inclusion

Key lessons learnt & recommendations:

It is a commendable approach that 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.

Since there is still a few months time left, therefore both the organizations can interact further on advantages of different task forces and accordingly may make decision either on increasing the number of task forces or expanding the functions of the existing task forces.

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.

Summary:

It was a good practice to adhere with the State norms with regard to task forces, which created legitimacy and recognition for task forces. At the same time, a little flexibility could be maintained according to the nature of hazards of the area. More task forces would result into training of more people on different skills.

It was a good approach that both the organizations tried reviving old structures, but created new structures when found the old structures almost redundant.

5.3.3. Composition pattern of task forces

Although the task forces mainly comprised of people from poor socio-economic background, but a disaggregated data could not be produced. Similarly, maximum new leadership was created, but a data on that also could not be produced. In the table below, gender disaggregated data has been produced. The table also contains data of disabled people in the task forces.

Task Force	ADRA			MINT		
	Male	Female	Disabled	Male	Female	Disabled
Early warning	89	54	6	57	5	0
Search & Rescue	89	58	3	68	0	0
First-aid	89	57	2	42	19	0
WASH	78	70	4	30	31	0
Social inclusion				41	18	0
Shelter management	86	62	3			
Patrolling & Peace Keeping	87	57	3			
Trauma counselling	92	49	0			
Damage Assessment	98	51	2			
Embankment Protection	91	54	4			
TOTAL	799	512	27	238	73	0

The above table presents interesting facts. Furthermore, there are lessons for both the organizations. ADRA obviously did a commendable job of including disabled people in the task forces, which is missing in MINT project. It is also interesting to note that the disabled people participated in all task forces, except trauma counselling.

Women also participated in all the task forces with almost similar percentage. The traditionally defined gender role did not become barrier in their participation in different task forces. The same thing looks little less intense in MINT project, not in terms of number, but participation across all task forces. Women have not joined search & rescue task force at all, and have negligible percentage in EW task force. This issue is being addressed by MINT and SSK with more emphasis on gender awareness.

5.3.4. Training module

ADRA has planned for specialized training for each of the task forces. Resource persons/agencies have also been identified for the training. Out of nine task forces five i.e. Trauma counselling, Early warning, Water & Sanitation, Search & Rescue and shelter have already been imparted training. First aid training was imparted by John Ambulance, which has extensive experience of providing first-aid training in many States. Trauma counselling training was imparted by NIMHANS. Search & Rescue training was imparted by the Civil Defence. Training on Shelter Management was imparted by Centre for Knowledge and Skills. Refresher training will be organized for all of them once during the remaining project life. Mock drills will be conducted for each group to fine tune the gaps. ADRA has also organized ToT for each task force, which is obviously a good approach to sustain the task forces.

The remaining four groups will be trained using internal resources and/or locally available resource persons. MINT/SSK has developed five flood specific training modules and these modules have been used for the training of their 5 task forces and for TOT training of 6 partner NGOs who will train task forces in their areas respectively.

ADRA will do a field testing of the modules developed by Malteser and modules of other resource person. The module which would be found more effective would be printed and distributed among the task forces, so that they could retain it for future reference and training more volunteers.

First-aid training has been imparted by John Ambulance following its own module with the purpose of minimizing the loss of human lives during the disasters. The training stressed on safe handling of victims till they reach the nearest medical care unit. The first aid training covered the basics of elementary and emergency support like handling minor wounds and burns, fractures and dislocations, poisoning, first aid care in case of drowning and artificial respiration and Chest Pulmonary Resuscitation (CPR), Artificial Respiration through Chest Compression (ARC) etc.

Trauma counselling training was imparted by National Institute of Mental Health and Neuro Sciences (NIMHANS) with the objective of imparting essentials of trauma counselling for post and during disaster by the task force members to the victims and the community in general. The training stressed the need of sympathy, parting of agony and social support thereof to the victims and their families. NIMHANS also followed its own module for the training.

In addition to the task forces training a few other essential trainings were also organized by ADRA. Important among them were Mason's training, Women's Empowerment training and Disability training social inclusion, Social Security Schemes of the Government.

Masons training was facilitated by Development Professional Forum, Orissa to train the masons of the project areas on constructing seismic resistant houses. Women's Empowerment training was facilitated by Centre for Development and Knowledge, and training on disability was organized in partnership with HI. HI imparted the training to ADRA staff with the objective of mainstreaming disability into DRR programmes.

In addition to these trainings, a number of others events have been implemented by ADRA mainly to create awareness and to make different sections of community understand the significance of disaster preparedness. ADRA used a combination of audio-visual, traditional folk media and other methods for such purposes. Some of the main events include; street plays by local groups and TV shows on DP, painting competitions for children and DP fairs (Prerana Mela). Given the high illiteracy in the area, ADRA also developed IEC material on different themes of disaster preparedness. These materials have been posted at different public places in the villages.

MINT and SSK developed training modules for each of the task forces. For each of the 5 topics relevant existing training concepts and materials were studied and analysed towards the suitability of using them as training modules for the CBDMCs and task forces. The material collection included publications of the Government of India (GoI), UNDP, Red Cross, Sphere India, Oxfam, Care, UNICEF, Handicap International, WHO, specific articles on each of the 5 topics and web research. Simultaneously a Training Need Assessment was carried out in the project area with potential CBDMC and task force members to get an understanding of their knowledge levels and training needs. The review revealed that there was no appropriate comprehensive training module in the context of floods. All the good modules were found too generic and scantily focused on flood. Furthermore, such modules were too academic and therefore unsuitable for the comprehension level of the CBDMC and task force members.

All training modules have been field tested and finalized afterwards. MINT and SSK organized a stakeholder's workshop to discuss the draft module and then finalized it with inputs from them. Indian Red Cross, Unnati, CASA, UPAAM, UNDP, OXFAM, UNICEF, Sphere India, Stakeholders of Bahraich District Administration, 6 Partner NGOs from Bahraich district and PRI representatives participated in this workshop.

Each of the modules, containing illustrations and games, has been printed in Hindi. The training modules have been complemented with IEC material like posters, handbills and picture booklets which will be handed over to the village institutions for future reference and training.

MINT and SSK have trained all the task forces, using the training module developed by them. All the training, except first-aid, was conducted by the project staff. The Task Forces were handed over the printed module, so that they could keep referring it to refresh the memory. MINT and SSK hired external consultant for First-aid as this area required specialized training.

Key lessons learnt and recommendations:

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 HDMCs 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.

Summary:

It is important to link the task forces with concerned department of the government for sustainability.

It is important to build institutional capacity of task forces so that they can survive even when the organizations have phased out. They ought to have capacity to record proceedings, manage day-to-day affairs and carry on the development process on democratic pattern.

Since the task force members are usually extremely marginalised therefore, would find it difficult to sustain the institutions. It is important to create more purposes for such institutions other than disaster management. Linkages with food security activities would

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. The District Administration and the Education Department is an active player in the development of SDMP. 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. Structure of a plan is presented below:

1. **Contact details of key officials and agencies**
2. **Profile of the village**
 - Brief introduction
 - Pattern of housing
 - Demography
 - Geographical information
 - Irrigation means and sources
 - Resources/institutional facilities within or in proximity of the village
 - Cropping pattern and cycle
 - Landless families
 - Employment Pattern
3. **Risk & vulnerability analysis**
 - History of disasters (of past 20 years)
 - Expected period of disasters
 - Analysis of loss to infrastructure and properties due to disaster
 - Analysis of vulnerable assets and infrastructures
 - Distance of flood sources from the village
 - Vulnerability analysis of different sections of people
4. **Resource analysis**
 - Places identified to take shelter
 - Institutions within the village
 - Escape routes
 - Means and human resources for evacuation
 - List of resources needed during the period of displacement
5. **Village Disaster Management Mechanism and Response Planning**
 - Details of CBDMC members along with their roles and responsibilities before, during and after disasters
 - Functioning pattern of CBDMC
 - Contact details of Early Warning task force members and their tasks before, during and after disasters
 - Contact details of Search & Rescue task force members and their tasks before, during and after disasters
 - Contact details of Shelter Management task force members and their tasks before, during and after disasters
 - Contact details of Patrolling & Peace Keeping task force members and their tasks before, during and after disasters

- Contact details of WASH task force members and their tasks before, during and after disasters
 - Contact details of First-Aid task force members and their tasks before, during and after disasters
 - Contact details Trauma Counseling task force members and their tasks before, during and after disasters
 - Contact details of Damage & Loss Assessment task force members and their tasks before, during and after disasters
 - Contact details of Embankment Protection task force members and their tasks before, during and after disasters
6. Mitigation Plan:
- Mitigation plan with regard to hazards: This section categorizes problems into two, i.e., 1) short-term and 2) long-term. Mitigation plans are developed for both, under following sections:
 - a. Enlisting the problems
 - b. Remedial measures/solutions
 - c. Responsible person/agency
 - d. Necessary resources
 - e. Time line
 - Mapping of training needs
 - Resources available within the village
 - Contingency fund/stock
 - Village Control Room
 - Mock-drill planning

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. MINT/SSK have already completed Preparation & Mitigation plans in all the hamlets and facilitated their integration in the Panchayat plans. MINT/SSK have kept DM and BDO informed about this process to get their support and cooperation in the integration process.

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. The structure of a DRR Plan is presented below:

1. **Background:** This section provides general information about the village, its location, history, demographic pattern and livelihood pattern, resources and institutions of the hamlet.
2. **Vulnerability Assessment:** This section has many sub sections and analyses vulnerability around following points:
 - Vulnerability due to geographical location
 - Social and cultural vulnerability
 - Education related
 - Health related
 - Economic vulnerability
 - Vulnerability of livestock
 - Status of government schemes and lack of capacity to benefit from them
 - Resources and administrative information of the village
3. **Hazards Analysis and coping capacities:** This section basically enlists the hazards of the village and does a historical transect of previous disasters. This section analyses the impact of previous disasters over people, what did local people do to cope, and what assistance was provided by the government and other agencies.
4. **Risk Assessment and DRR Action Plan:** This is the most important section of the DRR plan as it covers preparedness, mitigation and response components. Since flood is the main disaster, therefore plans focus on floods only. The framework under this section has following points, which is developed in consultation with the people.
 - Problems caused by floods
 - Reasons of those problems
 - Impact of these problems over people
 - Local response/coping mechanism to these problems
 - What should be done to mitigate/prevent this problem?
 - Who will do that?

The entire DRR planning process was facilitated with the use of Participatory tools viz. social mapping, vulnerability mapping, time line, village transect, seasonal matrix, problem prioritization so that it becomes a empowering process .

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.



The above maps were drawn by the CBDMC members in project village of ADRA. They feel much more organized after drawing these maps. 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 the development plan.

5.3.6. 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's has 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. For example, mason training has been organized to train masons on earthquake resistant technology. The School Disaster Preparedness component creates awareness among students on protection during earthquake. Fire extinguishers have been provided to schools and VDMCs. These extinguishers do not have expiry date but would need refilling only in case they are used.

The project areas of MINT are prone to floods and fire. MINT/SSK has 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. The poor people use housing materials which are highly inflammable. The wind velocity remains usually high during summer. Most of the families do not cook during day time, fearing that their houses would catch fire. Therefore, exclusion of fire hazard from the CBDP plan looks like a missed opportunity.

5.3.7. Sustainability plan for village institutions

Although, both organizations have planned interventions for bringing about sustainability to the institutions created under the projects, but still they need to give more thrust during the remaining period of the implementation. 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 already recognised by the District 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 to set-up contingency food stock in one village each village, through 'fistful grain campaign'. Under this campaign each family makes contribution on monthly basis towards the grain bank, which would be managed by the HDMC 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 has a plan to start the self-help groups but not started yet. These groups will be linked with the Banks.

- SSK will continue working in the same villages to build capacity of the Panchayats.
- The main institutional body for sustainability from SSK are the HDMCs where utmost effort has been put into to make them as mature as possible even within the short period of 15 months. And parallel link the gap between the HDMC at community level and the government authorities at Panchayat, block, district level through interfacing. So a combined bottom up and top down approach.

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.

List of Abbreviations:

ADM	Additional District Magistrate
ADRA	Adventist Development and Relief Agency
ANM	Auxiliary Nurse Midwife
BAO	Block Agriculture Officer
BDO	Block Development Officer
BPL	Below Poverty Line
CBDMC	Community Based Disaster Management Committee
CBDP	Community Based Disaster Preparedness
CBO	Community Based Organization
CBPFWRS	Community Based Participatory Flood Early Warning & Response System
CRF	Calamity Relief Fund
CSO	Civil Society Organizations
DDMA	District Disaster Management Authority
DDMC	District Disaster Management Cell
DIPECHO	Disaster Preparedness ECHO
DM Policy	Disaster Management Policy
DM	District Magistrate
DRR	Disaster Risk Reduction
ECHO	European Commissions Humanitarian Aid Office
EW	Early Warning
GOI	Government of India
CWC	Central Water Commission
HAP	Humanitarian Accountability Partnership
HDI	Human Development Index
HDMC	Hamlet Development Management Committee
HFA	Hyogo Framework for Action
HI	Handicap International
HPC	High-Powered Committee
HRP	High Raised Platform
IAG	Inter Agency Group
ICDS	Integrated Child Service Scheme
IMD	Indian Meteorological Department
ITK	Indigenous and Traditional Knowledge
MDG	Millennium Development Goals
MINT	Malteser International
NCCF	National Calamity Contingency Fund
NDMA	National Disaster Management Authority
NIMHANS	
NDMF	National Disaster Management Framework
NDRMP	National Disaster Risk Management Programme
NREGA	National Rural Employment Guarantee Act

PCM	Project/Programme Cycle Management
PHC	Primary Health Centre
PRI	Panchayat Raj Institution
RBA	Rights Based Approach
SDM	Sub-Divisional Magistrate
SDMA	State Disaster Management Authority
SSK	Sahbhagi Shikshan Kendra
UNDP	United Nations Development Programme
U.P.	Uttar Pradesh
VDMC	Village Disaster Management Committee
WASH	Water, Sanitation & Hygiene