

National Disaster Management Guidelines

Community Based Disaster Risk Reduction

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Executive Summary:

The local community plays an important role as first responder in the aftermath of disasters. Hence, adequate awareness, preparedness and mitigation at the Community level especially amongst the most vulnerable set of communities residing in the most vulnerable areas of the country is need of the hour. Therefore, more effective approaches and strategies are needed so as to enhance the abilities of vulnerable communities to deal with and counter the impacts of economic, social and environmental hazards so as to minimize risks.

The scope of these guidelines is to outline the roles and responsibilities of various stakeholders in community based disaster risk reduction (CBDRR) and to provide a framework for mainstreaming CBDRR.

Chapter 1 gives an overview on the need and rationale for addressing and strengthening efforts on community based disaster risk reduction. The chapter references the importance rendered to CBDRR in the various international and national policy documents on disaster management. It reinforces participatory involving local governance and community for effective implementation of CBDRR activities.

Chapter 2 identifies the key stakeholders for implementation of CBDRR. It enlists the need to mainstream the disaster risk reduction plan in all the development plans with special focus on building up community resilience. It also touches upon financial framework for enabling CBDRR. The chapter further details the roadmap for implementation of CBDRR including community mobilization, constitution of village disaster management committees (VDMCs) in rural areas and urban local board disaster management committees (ULBDMCs) at urban levels along with its respective functions. The chapter also reinforces that the capacity building is a continuous and integral process in any intervention for CBDRR.

Chapter 3 details the operational framework for institutionalizing community based disaster risk reduction processes in the developmental plans or programmes. It further details formation and functioning of CBDRR institutions and elaborates upon roles and responsibilities of the stakeholders.

Chapter 4 highlights specific actions towards community risk resilience that can be undertaken by different stakeholders within the existing institutional framework.

Chapter 5, the final chapter, depicts the CBDRR best practices and

strives to learn and document lessons on the resilience of communities in disaster risk reduction and coping with climate change as well.

ABBREVIATIONS

The following abbreviation and acronyms appear in the text:

CBDRR	Community Based Disaster Risk Reduction
SDG	Sustainable Development Goals
UNISDR	United Nations Office for Disaster Risk Reduction
DM	Disaster Management
NDMA	National Disaster Management Authority
NEC	National Executive Committee
SDMA	State Disaster Management Authority
SEC-	State Executive Committee
DDMA	District Disaster Management Authority
NDMP	National Disaster Management Plan
ICDS	Integrated Child Development Programme
NREGA	National Rural Employment Guarantee Act
SHG	Self Help Group
ANM	Auxiliary Nurse Midwives
AWW	<i>Anganwadi Worker</i>
ASHA	Accredited Social Health Activist
VDMC	Village Disaster Management Committee
PRI	Panchayati Raj Institution
ULB	Urban Local Bodies
NGO	Non- Governmental Organisation
CBO	Community based Organisation
GP	Gram Panchayat
LADMC	Local Area Disaster Management Committee
SDRF	State Disaster Response Force
NDRF	National Disaster Response Force
VDMP	Village Disaster Management Plan
NYKS	Nehru Yuva Kendra Sangathan
RYSK	Rashtriya Yuva Sashaktikaran Karyakram
DRT	Disaster Response Teams
NSS	National Service Scheme
NCC	National Cadet Corps
RWA	Resident Welfare Association
MHA	Ministry of Home Affairs
MoRD	Ministry of Rural Development

MoHUA	Ministry of Housing and Urban Affairs
NABARD	National Bank for Agriculture and Rural Development
MoES	Ministry of Earth Sciences
IMD	India Meteorological Department
IRDAI	Insurance Regulatory and Development Authority of India
NLSA	National Legal Services Authority
SLSA	State Legal Services Authority
SSK	Sahbhagi Sikshan Kendra

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Glossary of term

Capacity

The combination of all the strengths, attributes and resources available within a community, society or organization that can be used to achieve agreed goals.

Capacity may include infrastructure and physical means, institutions, societal coping abilities, as well as human knowledge, skills and collective attributes such as social relationships, leadership and management. Capacity also may be described as capability. Capacity assessment is a term for the process by which the capacity of a group is reviewed against desired goals, and the capacity gaps are identified for further action.

Capacity Building

It includes (i) identification of existing resources and resources to be acquired or created; (ii) acquiring or creating resources identified under (i); (iii) organization and training of personnel and coordination of such training for effective management of disasters

Capacity development

The process by which people, organizations and society systematically stimulate and develop their capacities over time to achieve social and economic goals, including through improvement of knowledge, skills, systems, and institutions.

Capacity development is a concept that extends the term of capacity building to encompass all aspects of creating and sustaining capacity growth over time. It involves learning and various types of training, but also continuous efforts to develop institutions, political awareness, financial resources, technology systems, and the wider social and cultural enabling environment.

Disaster

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

Disaster Management means a continuous and integrated process of planning, organising, coordinating and implementing measures which are necessary or expedient for—

- prevention of danger or threat of any disaster;
- mitigation or reduction of risk of any disaster or its severity or consequences;
- capacity building
- preparedness to deal with any disaster;
- prompt response to any threatening Disaster situation or disaster;
- assessing the severity or magnitude of effects of any disaster;
- Evacuation , rescue & relief
- rehabilitation and reconstruction;

Disaster management can also be defined as the organization and management of resources and responsibilities for dealing with all humanitarian aspects of emergencies, in particular preparedness, response and recovery in order to lessen the impact of disasters.

Disaster Risk Reduction

The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened

vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

Early warning system

The set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss.

Hazard

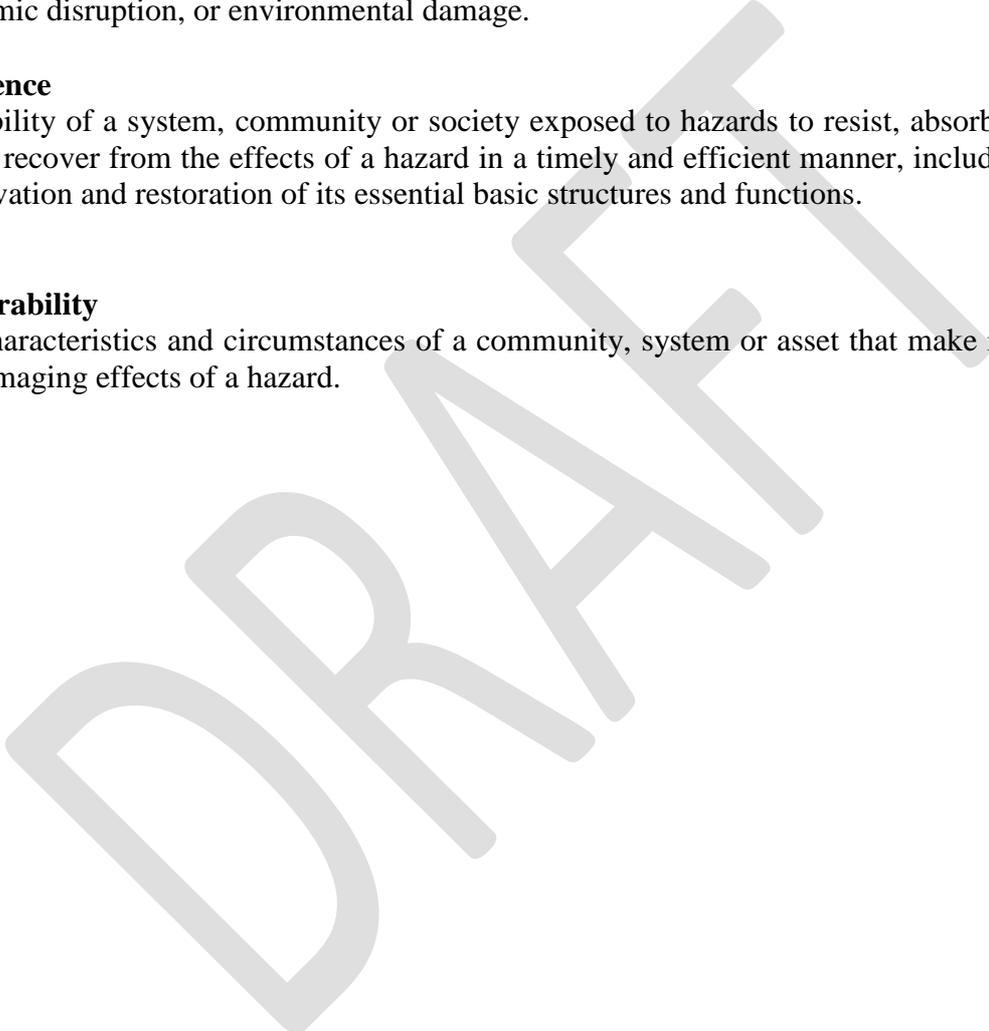
A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Resilience

The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.

Vulnerability

The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.



Chapter - 1

Introduction

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Chapter - 1

Introduction

Background and Context:

(a) The Rationale for Community Based Disaster Risk Reduction (CBDRR).

Globally communities are facing a series of new challenges and disasters are increasingly recognized as a threat to development gains, poverty reduction, and achievement of the Sustainable Development Goals (SDGs).

International experience has shown that:

- i. Disaster risk reduction measures are most successful when they involve the direct participation of the people most likely to be exposed to hazards. Community is the first to respond to a disaster. Investments in community- based preparedness and early warning systems have proved to save lives, protect property, and reduce economic losses.
- ii. Failure to understand the risk behavior and culture of local communities can lead to badly designed preparedness measures including early warning systems .
- iii. The involvement of local people promotes self-reliance and ensures that emergency management plans meet local needs and circumstances. indigenous knowledge, wisdom and innovation with respect to hazards and mitigation.
- iv. Disaster relief and recovery responses that do not directly involve the affected communities frequently provide inappropriate and unsustainable forms of assistance.
- v. Organized communities are better able to demand downward accountability. A community-level focus facilitates the identification of vulnerable groups.

Therefore, community based disaster risk reduction has emerged as a key priority area in disaster risk management. Being the first responders in such situations, the community assumes significance in disaster response, mitigation and management interventions.

“Where communities are equipped and prepared, disasters clearly have much lesser impact, especially in terms of the loss of lives”. (UNISDR)

(b) Sendai Framework for Disaster Risk Reduction:

After the Hyogo Framework of Actions efforts are now focused on building risk resilience as mandated in priorities of Sendai Framework for Disaster Risk Reduction (2015-2030) by helping communities mitigate the impacts of inevitable disasters.

Support shall be provided to communities to understand disaster risk and enhance disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction.

India is one of the ten worst disaster prone countries of the world. The country is prone to disasters due to number of factors; both natural and human induced, including adverse geo climatic conditions, topographic features, environmental degradation, population growth, urbanisation, industrialization, non scientific development practices etc. Climate change is further expected to increase the frequency and intensity of extreme weather events and gave rise to new vulnerabilities with differential spatial and socio-economic impacts on communities.

Since community is the first responder in case of any disaster occurrence the government is reinforcing the need to encourage community level initiatives for disaster preparedness in various policy documents.

These policy instruments empower communities to plan and implement programmes and respond to disasters effectively. This would include increasing their awareness, enhancing their skills to respond better with training and capacity building on rescue and relief services. Providing for early warning systems and development of community based Disaster Management Plan.

1.1 *Institutional Framework for Disaster Management (DM) in India:*

(c) The Disaster Management Act 2005:

With the enactment of the **Disaster Management Act, 2005**; DM Institutions/Authorities like National Disaster Management Authority (NDMA), National Executive Committee (NEC) at the national level; State Disaster Management Authority (SDMA), State Executive Committee (SEC) at the state level; and District Disaster Management Authority (DDMA) at the district level have come into force.

Section 22(2)(i) of the DM Act 2005 promote general education, awareness and community training in regard to various disaster to which States/UTs are vulnerable. It also emphasis on taking suitable measures to prevent, mitigate and respond to disaster.

Section 30(2)(xiii) facilitate community training and awareness programmes for prevention of disaster or mitigation with support of local authorities, governmental and non-governmental organisations. It encourages participation of non- governmental organizations and voluntary social-welfare institutions working at the grassroots level in

the district for disaster management.

The most powerful mention for community involvement is in the context of State Disaster Management Authorities (SDMAs) and District Disaster Management Authorities (DDMAs). The DDMA headed by Collector or District Magistrate or Deputy Commissioner and co-chaired by an elected representative is encouraged to involve non-governmental organizations and voluntary social welfare institutions working at the grassroots level in the district for disaster management.

(d) National Policy on Disaster Management 2009:

The **National Policy on Disaster Management 2009 (NPDM)** lays special emphasis on community based disaster preparedness (Para 5.3.1 and 5.3.2 of Chapter 5 on Disaster Prevention, Mitigation and Preparedness). The policy **recognizes community as the bedrock of the process of disaster response**. It also gives emphasis on training, simulations and mock drills of vulnerable sections. It also promotes stakeholder participation including encouragement to Non-Governmental Organizations for community empowerment.

On response matters, the community has been given due recognition in all the relief and response processes including animal care and relief camp management. In the reconstruction phase, the policy outlines the concept of the owner driven reconstruction. It also prioritizes training for developing community based DM systems for their specific needs in view of the regional diversities and multi-hazard vulnerabilities.

(e) National Disaster Management Plan (NDMP) 2019:

The **National Disaster Management Plan (NDMP) 2019** reinforces the need for enhancing the capacity of communities, as they are the first responders to disasters and this capacity building includes awareness, sensitization, orientation and developing skills of communities and community leaders.

1.2. Community Based Disaster Risk Reduction (CBDRR) – Brief Overview:

“CBDRR- A process whereby a community systematically manages its disaster risk reduction measures towards becoming a safer and resilient community”.

Community Based Disaster Risk Reduction (CBDRR) initiates a process involving sequential stages that can be operationalized to reduce disaster risk at the community level. The different stages in CBDRR are Hazard, Vulnerability, Capacity and Risk assessment, risk reduction planning, early warning systems, post disaster relief and participatory monitoring and evaluation.

CBDRR by its very nature demands a decentralized bottom-up approach with intensive, micro interventions at the local panchayat, ward or village level. This is to develop confidence, awareness, knowledge, partnership and ownership for planning and rolling out local disaster management plans encompassing all levels of disaster management continuum.

Equity and inclusion of marginalized segments of the society and bringing the vulnerable groups to the center stage of planning and implementation of the CBDRR, has to be prioritized to make the efforts participatory and inclusive. Disasters affect the entire community, however, persons with disability, women and children, under-privileged, older persons and pregnant women need special attention at the implementation level. Capacity building and training of community is the mainstay of community based disaster risk reduction for building disaster resilient community. Considering the large number of stakeholders and community representatives that needs to be sensitized and trained, it is important that capacity building and training interventions be meticulously planned and decentralized.

The 73rd and 74th Constitutional Amendments recognize Panchayati Raj Institutions (PRI) and Municipalities as ‘institutions of self – government’.

They were put in place to decentralize and devolve financial and administrative powers through a tiered structure from the district downwards right up to the Gram Sabha level. In the case of urban self- government, the devolution is to be up to the ward level. The paradigm of CBDRR is entirely in keeping with this constitutional recognition of the importance of decentralization and devolution of powers. It, further, intends to extend it to the arena of disaster management.

The community based organizations shall work in overall partnership with local authorities in States/UTs. The elected representatives of these local bodies are the key stakeholders through whom effective participation and ownership by local communities can be achieved in CBDRR.

Sustainability

Social mobilization, awareness generation and proactive participation of communities are crucial components of many important flagship programmes being funded by central or state governments. These interventions tend to become polarized without establishing synergies with other complementary programmes reaching out to the same segment of people.

A targeted CBDRR strategy calls for integration with other major non-government stakeholders such as NGOs, community based organizations, human rights organizations, community leaders, volunteers, business and industry groups, etc. All these stakeholders must see their roles as mutually complementary and should share common views and goals regarding CBDRR.

Scope of the Guidelines

The scope of these guidelines is and to outline the roles and responsibilities of various stakeholders in CBDRR and to provide a framework for mainstreaming community based disaster risk reduction in the ongoing programmes and schemes of the Government of India.

Chapter 2

Key Elements of Community Based Disaster Risk Reduction

Chapter-2

2.1 Stakeholders for Implementation of Community Based Disaster Risk Reduction

Key Elements of Risk Resilient Communities

Disasters have been known to have avoidable as well as unavoidable impacts on human settlements and various population groups depending on their exposure. The underlying feature has been the need for building up community resilience while integrating the aspects of preparedness, response, mitigation, prevention and adaptation into community capacity building – even when the other factors of disaster management and disaster mitigation have all encompassing role in community infrastructure and livelihood as well. In other words, any effort for resilience building has to be driven locally. Hence, the community based approach finds strong relevance for DRR and climate change adaptation as the latter has been significantly found to be relevant in comprehending and responding to several nuances of disasters and the associated mitigation of risks.

In an effort to define resilience, a reference can be made to Federation of Red Cross which states that : resilience as the ability of individual communities, organisation or countries exposed to disasters and risks and underlying vulnerabilities to anticipate, reduce the impact of or cope with and recover from its efforts of adversity without compromising their long term prospects (IFRC, 2015).

The resilient community is the one which, thus, can absorb, respond, adapt and transform wherever it is necessary. Practices across India have been empirically successful in addressing disaster risks and vulnerabilities by using knowledge – including traditional or those learnt as a result of experiences and comprehending resources from the several government programmes and schemes. The important aspect, however, has been the demonstration of community fortitude and resilience. The attempts of this chapter is to focus upon relevant concepts and theories in order to develop an operational framework for all stakeholders – community, institutions enabling community participation, government as well as non-government entities undertaking community based disaster risk reduction interventions. The stakeholders, further, shall integrate the theoretical as well as empirical knowledge to result in resilience building in the community as the first responder in the case of disaster. The aim is to enable eminent practices of community based disaster risk reduction.

Before comprehending on to the (key) elements of resilience communities, a glimpse on the following would be helpful:

a) Community-at-risk

Large number of people has an existential reality with disasters and majority of them believe that disasters are innately related to their fate. Many amongst functionaries – ordained for disaster management – too reinforce their mindset or attitude by merely providing relief when disasters occur but take no action or effort to prevent or mitigate the impact of in any development intervention. Access to information, knowledge skill and resources for disaster risk reduction and climate change adaptation often prove to be a big challenge. The problem gets further compounded by various inequities existing in our society. However, several studies have proved that communities or people-at-risk have indeed a keen interest and capacity to come together and work with the various governmental institutions to make the community resilient.

b) Existing Developmental Programmes

Many existing government schemes or programmes, in the likes of NREGS, ICDS etc., in the development domain have been mandated to provide lifetime services to community at large. Substantial amount of resources are allocated for these programmes by Central and State Governments. However, no emphasis gets made for contributing to community resilience building. In this scenario, integrating disaster risk reduction concerns in all developmental schemes would be in a long way in promoting community resilience and mitigation or even prevention of disasters.

- c) **Facilitator** -- Facilitators includes all the agencies and institutional framework – governmental and non-governmental amongst others operating at the very local level – have immense potential to comprehend DRR framework to develop community resilience and CBDRR as an outcome.
- d) **Local actors** -- This is in continuum of the facilitators that include community based organisations, ward committees, municipal officers, teachers of local schools and colleges, SHG members, youth volunteers, and other local government functionaries such as ANM ,AWW, ASHA etc for creating necessary awareness mechanism and enabling CBDRR.

2.2 Process of Community Based Disaster Risk Reduction (CBDRR)

CBDRR, by its very content and purpose, needs to be identified with engaging processes, as mentioned below, that can bring resilience in its operations.

- a) Engaging community and enabling creation of volunteers in a reflective exercise so as to fundamentally bring attitudinal shift for proactive and resilient action.

- b) Engaging with institutions, government and non-government as well, and developing the appropriate programming framework of such engagement by realizing their own capacities for resilience.
- c) Comprehending the developmental processes of government, especially through various government schemes/programmes directly and indirectly related to responding, preventing or mitigating disasters.
- d) Identifying vulnerable and risk reduction measures prioritizing by the communities themselves, especially with respect to sensitive sections of population such as women, children and weaker sections who are more often susceptible to the vulnerabilities.
- e) Understanding and enlisting livelihood opportunities.
- f) Preparing Disaster Risk Reduction Plans and drawing out outcomes by intensive engagement with government and governmental institutions.
- g) Implementation of Disaster Risk Reduction plan.
- h) Documentation of lessons learnt after a disaster and bringing out aspects of community resilience therein .

In brief, CBDRR process comprises localized action, enabling participating risk analysis, and preparing disaster management plan by mainstreaming disaster risk reduction and climate change adaptation concerns onto the development process.

2.3 Guiding principles of CBDM programming and implementation process

Principles: Non-negotiable guiding principles are:

a. Multi stakeholders" participation:

Community with all its social strata is at the center of the CBDRR process and community participation is the key for any DRR intervention. Thus, when the process for CBDRR is undertaken, it is important that social equity and social inclusion approaches are adhered to. Further, the participation of other stakeholders present in the area like NGOs/ CBOs/ community leaders, traders, line departments, elected representatives, banks, etc. are also ensured.

These stakeholders are primarily classified into three spheres interacting with each-other and influencing assessment, planning, capacity building and implementation processes. Village Disaster Management Committee (VDMC) is playing central role of leading and managing the processes for influencing all three spheres. The fourth sphere represents sphere of indirect influence on the block and district level administration for risk sensitive development planning. A number of sensitization meetings on DRR are organized with different stakeholders like business houses, civil society organizations, ward committees, Municipality officials, school & college teachers, students, media houses, SHG federations, associations etc for creating awareness and support for the smooth implementation of the programme.

b. Participatory Approach with community as lead:

Every individual participates as per his or her perception about the gaps and needs for resilience. A participatory approach shall be worked out for participatory learning and voluntary action for “risk aware disaster and development planning” through the coordination of various stakeholders from community to PRIs.

As the process takes these individuals through various learning experiences and exchanges the perception of the Individuals gradually change and he or she starts to realize the importance of collective thinking and action. This results into formation of formal community based institutions and informal groups which help individuals to express their concerns and needs for development and risk reduction.

These levels of participation are participant, concerned citizen, actor and leader. These levels of participation are dynamic in nature and for managing this dynamism a facilitator is brought in.

c. Involvement of informed facilitators:

Since CBDRR requires multi-stakeholders to work together, hence an informed facilitator brings all the stakeholders to a platform and helps them to work in a coordinated manner to achieve the larger goal. Further, this facilitator also brings along wealth of knowledge which supports the community to prepare for potential risks and learn from good global, regional and other local practices.

d. Time and Resource budgeting:

While it is important that we follow a process and do it efficiently within a given time frame and resources (human, physical and financial), further it needs to be ensured, that no step is left midway or incomplete without achieving the desired result. CBDRR processes are not just steps but a process of change (attitude, behavioral and capacity) for enhancing resilience of the community. It requires long term commitment by the community as well as facilitators as its impact is not visible in economic terms gains.

e. Forum for convergence:

Convergence of government schemes and programs implemented by the national and state governments is extremely crucial in the context of community disaster management. Programs for poverty alleviation, school education and nutrition, maternal and child health, drinking water and sanitation programs etc., if implemented carefully, can go a long way in empowering communities. As these multi-sectoral programs are carrying services / facilities to the same client groups there is the need to synergize them and put them in context vis-a-vis each other. This can only be done if standard forums of convergence are formally created at national, state, district, block and village levels. These programs must have common points like community mobilization and

awareness generation and must devise locally and culturally appropriate participation methodologies.

f. Inclusive Approach:

Women, children and other disadvantaged groups of a community have an important role to play in building resilience to disasters. Most of the deaths and injuries in the aftermath of a disaster are generally of women, children, disadvantaged groups such as differently abled, socio-economically disadvantaged groups such as SCs, STs, senior citizen, etc. The special needs of women, physically and mentally challenged and socially disadvantaged needs focused attention particularly in the aftermath of a disaster situation. Mandatory provision of membership to include women and other disadvantaged groups in various resource groups / working groups / standing committees gives an opportunity to adequately voice their concerns and plan inclusive DM interventions. SDMAs, DDMAs, PRIs, ULBs shall take adequate measures to promote and ensure participation of women and disadvantaged groups in CBDRR planning as well as preparedness.

2.4 Road map for implementation of CBDRR – Steps for Preparing Communities for DM planning and action

Community is at the center of the CBDRR process and community participation is the key for any CBDRR intervention. It is important that all community members are informed about the process and they are ready to participate in the process as it is or with modification suitable to their location. Facilitators shall identify champions in the village be it the elected representative, village leader or a youth or one of the front line workers. Since CBDM require multi-stakeholders to work together, hence a role of a facilitator can be played by government official; elected representative, NGO/CBO or any interested individual of the community who can bring all the stakeholders to a platform and help them to work in a coordinated manner to achieve the larger goal.

2.4.1: Area Identification:

This is a systematic step which helps to identify area of intervention based on the criteria of vulnerability and probability of disasters. The purpose of area identification is to gather primary information about disaster affected community and verify readiness of the community to participate in the CBDRR process. This is also an opportunity for the facilitator to build initial rapport with community leaders, PRI members and government frontline workers. Area identification is done using a checklist explaining criteria for community selection and a primary visit to the community. The basic information gathered from this process step also needs to be consolidated in a brief village/local area profile.

2.4.2: Inception Meeting in village: Inception meeting as the first activity in the

village shall help to disseminate information about the CBDRR process to the key stakeholders and sets formal relationship with Gram Panchayat (GP) level functionaries. The meeting shall also ensure the participation of elected representatives and government frontline workers especially the Panchayat Mukhiya, GP Secretary, ASHA worker, Rojgar Sewak, ICDS worker, Shikshah Mitra and community leaders . This meeting shall help in identifying the problems faced for service delivery and identify the mechanisms to ensure that the services remain functional during disaster situation. This process initiates a dialogue within all stakeholders including PRIs that continues throughout the CBDRR process especially during mainstreaming DRR into Gram Panchayat planning.

2.4.3 Community mobilization:

Community mobilization is a process of communicating with communities wherein the facilitator encourages interactions about possible ways of preparing, responding and mitigating the impact of disasters. Community mobilization shall be done by organizing community meetings at regular intervals. It shall be important to ensure participation of community leaders, ward members, representatives of SHGs and representatives from other socially backward groups in the meetings.

These meetings shall provide opportunity for the community to discuss its own experiences of past disasters which have affected the village/ local area emphasizing on real life individual experiences besides discussing the changing weather scenarios and likely implications. The idea of VDMC/LADMC (Village Disaster Management Committee/Local Area DM Committee) shall also be introduced in these meetings. The discussion in these meetings shall focus around history of disasters, destruction, mitigation efforts, adaptability, preparedness, and review of what happened in the village during the last disaster that the village has experienced. The community members shall also discuss “what needs to be done to deal with these situations?” The idea of VDMC (Village Disaster Management Committee) shall also be introduced in these meetings. Extracts/Abstracts from Newspapers or other sources about recent disaster in the area and real life photographs indicating suffering due to disaster shall be used as IEC material for facilitating these meetings.

2.4.4 Formation & Nurturing of Village/Local Area Disaster Management Committee (VDMC/LADMC):

The Gram Panchayat (GP)/Local Administration/Urban Local Board(ULB) will be entrusted with the responsibility to constitute a VDMC/LADMC for better coordination. VDMC/LADMC shall be the village/local area institution under Gram Panchayat/ULB anchoring CBDRR intervention. On one hand, it has responsibility to lead CBDRR activities at village/local area level and on the other hand, it has responsibility to coordinate, involve PRI/ULB (if not headed/facilitated by the PRI/ULB member) and other frontline government workers for proper implementation of development activities

inclusive of vulnerability reduction. VDMC/LADMC shall represent men and women from cross-section of the village/local area. The membership in VDMC/LADMC shall vary from 9 to 11 members depending on the size of the village. VDMC/LADMC would work for the issues/ problems with respect to disaster management and risk reduction without any bias of caste, creed, gender etc.

a. **Formation of VDMC/LADMC:** VDMC members shall be selected by the villagers in the open village meeting. The meeting shall be organized in a public place with the objective of disseminating information about VDMC roles and responsibilities and the process of CBDRR. It is also important to encourage women, youth and ward members with experience to participate in the meeting and as VDMC members. Individuals with disaster management experience should be included in the VDMC, so as to ensure informed decision making at the Gram Panchayat/Village Level. Consistency should be maintained in terms of the composition, functions and role of VDMC. VDMC should act as an extended arm of PRI structure by including specialised functionaries as its members. Provision may also be made for forming teams to support VDMC for performing various functions required in different phases of DM cycle. One of the crucial aspects for DM remains the mainstreaming of DRR in the ongoing development programmes at the village level and community's capacity to act as first responder commensurating with local Hazard Risk Vulnerability perceptions.

**** Similar process will be undertaken at the urban local area level.*

b. **Roles, Responsibilities and Standard Operating Procedures (SOP) of VDMC:**

The VDMC shall perform the following roles-

Organize monthly meeting of VDMC for the discussion of the tasks and functions of VDMC.

- a) Conduct risk assessment in the village.
- b) Organise and participate in capacity building activities.
- c) Ensure that households prepare their survival kits as per the plan.
- d) Ensure community level preparedness before each hazard season as per the standard advisories/Sops issued by the state government.
- e) Manage early warning dissemination during disasters
- f) Conduct community level drills.
- g) Motivate community members to participate in the Gram Sabha for integrating disaster risk reduction measures in the Gram Panchayat(GP) disaster management plan.
- h) Monitor quality of construction work (from DRR perspective) being done from Gram Panchayat funds.
- i) Collect funds and manage village contingency fund in a transparent manner.
- j) Keep records of VDMC meetings and correspondence with Gram Panchayat and other government departments.

- k) Participate and ensure participation in government organized coordination meetings and training programmes.
- l) Organising awareness programme in various mass gathering like melas and festivals in the village.

****Similar roles and responsibilities for the LADMC*

2.4.5: Risk assessment

- a. **Risk assessment process** helps community members to collect and analyze disaster risk information, in order to plan for concrete actions to reduce disaster risks that shall adversely affect their lives. This is grounded in the principle that local people can and shall help themselves to prevent or reduce disaster risks.
- b. **Methodology:** Risk assessment shall be a participatory process and shall help community to understand the nature of Hazards, Vulnerability Profile, Capacity and availability of local resources of the village along with assessment of critical development needs.
- c. **Assessment tools:** VDMC/LADMC shall be in the lead role for facilitating risk assessment process with the help of participatory tools like hazard and vulnerability mapping, seasonal calendar and focused group discussion. Documentation and synthesis of Knowledge, Aptitude and Practices at the community level could pave way for better risk management.
- i. **Hazard, Vulnerability and Capacity Map:** Hazard, Vulnerability and Capacity map is a significant tool in identifying the risks. This involves drawing the main features and landmarks of the community as a map. The community drawn map includes houses, community facilities, roads, bridges and natural resources. Community members also mark the area which is affected by hazards, vulnerable households and services which are at risk during disaster. Mapping also provides opportunity for the community members to discuss about problems and issues. One of the VDMC/LADMC members can document the deliberations held.
- ii. **Seasonal calendar:** Seasonal calendar shows when hazards occur and when livelihood activities and other significant events take place. It shows months which put community at risk and the seasons which are relatively safer. Seasonal calendar provides significant information for preparedness planning.
- iii. **Focused group discussion:** To ensure views and experiences of all stakeholders (class, caste and strata of the community)- are involved in focused group discussion collectively and individually which shall be organized by the facilitator with the help of VDMC/LADMC.
- iv. **Risk analysis and prioritization:**
Analyzing information gathered from mapping and seasonal calendar shall be taken up to state the risks faced by the community and identify the gaps. After discussion about the information gathered; the villagers/local area dwellers shall draw risk statements. The risk analysis process shall involve analyzing intensity, frequency and seasonality of hazards and its possible impact on most vulnerable groups. At the end of the analysis,

communities shall arrive at consensus on prioritising risk statements, which become basis for risk reduction planning. Documentation of lessons learnt by local communities should be undertaken by VDMCs and should also be shared with local authorities /district authorities for further learning/developmental training.

2.5 Disaster Risk Reduction planning

Planning shall focus on reducing the existing risks and preparing for potential risks. Disaster risk reduction planning shall focus on safety of the self, the family and the community. This participatory process shall involve all community members, along with Mukhiya, Gram Sewak & frontline workers and shall propose concrete risk reduction measures that shall have links to the development programmes. The funds required to implement each activity shall also be estimated/projected.

These actions are further classified into four types:

S.No	Classification	Implemented by
a)	Avoidance and Prevention Actions	To be implemented by the Gram Panchayat and Government with considered opinion of the Gram Sabha
b)	Preparedness and Response actions	To be implemented by individuals, families and community with support from the Gram Panchayat and district administration
c)	Mitigation actions at community level	To be implemented by Gram Panchayat with support from District Administration
d)	Actions ensuring appropriate and timely service delivery.	To be implemented by service provider and monitored by VDMC/LADMC

2.6 Mainstreaming Disaster Risk Reduction Plans with Development Plans

Article 243 G of The 73rd and 74th Constitutional Amendment mandates Panchayats- for preparation of plans for economic development and social justice. Risk reduction measures may be mainstreamed through that plans.

The risk reduction plans formulated by the communities include activities which need resource support from Government (District/Local Area Administration). Panchayati Raj

Institutions/ULBs shall play a significant role in planning and implementing various development schemes and programmes. The mitigation and prevention activities from risk reduction plans shall be integrated in Gram Panchayat (GP)/ULB plans.

VDMC members, ward member and Mukhia shall have a vital role to play in making GP plans risk informed and in building the capacity of the community.

Ward Sabha: *VDMC members shall mobilize community for organizing Ward Sabhas. Respective ward member is the Chairperson for Ward Sabha. The agenda for the meeting shall recommend DRR action plan indicating ward wise activities of risk reduction, which can be incorporated in the GP Plan for leveraging funds. VDMC members will make comprehensive presentation of risk reduction plan in Ward Sabha and a resolution will be passed by Ward Sabha for proposed work to be done by GP for risk reduction.*

Gram Sabha (GS): The Sarpanch and Gram Panchayat Secretary shall be responsible to manage the administrative functions before, during and after Gram Sabha. The ward member with the help of VDMC shall prepare the checklist of activities on DRR measures that are needed. The Gram Sabha shall prioritize the resolutions provided by each Ward Sabha keeping in mind the vulnerability of the area and modify accordingly to be approved by the Gram Sabha. In cases where the gap between the demand and the actual availability of funds for undertaking development projects the Gram Sabha shall prioritize the felt needs of the people. The Gram Sabha based on that address highest priority risk issue.

2.7 Monitoring and follow up

After Gram Sabha, Mukhia, Ward Members and VDMCs have joint responsibility to follow up the Gram Panchayat plan at Panchayat Samiti level so that timely implementation of risk mitigation activities is ensured. Follow up of planned work is one of the significant tasks of VDMCs where VDMCs in coordination with Ward Member and Mukhiya constantly correspond with Panchayat Samiti, respective line departments and Zilla Parishad. In some cases, VDMCs also act as pressure groups. However all VDMCs need to know the planning systems of PRIs from GP to District planning committee.

****Similar process to be followed at the urban local area level.*

2.8 Addressing underlying risks

Disaster risks are combined result of factors contributing to the vulnerability. These socio-economic, cultural and political factors such as extreme poverty, social exclusion, inadequate social services and infrastructure, lack of rights and access to resources, can exacerbate vulnerability of certain groups to disasters. Women, children and marginalized groups and they need special attention in the process of risk reduction. Addressing underlying risks involves identification and reaching to specific vulnerable

groups who are at risk during disaster. Appropriate service delivery to these groups then becomes key. VDMC members could also be divided into thematic task forces for addressing underlying risks. These thematic task forces are trained on technical knowledge and skills for addressing these vulnerabilities.

2.9 Preparedness to respond to disasters

CBDRR approach believes that community is the first responder to the disasters and thus preparedness becomes significant milestone for effective implementation of CBDRR activities. Community level disaster preparedness is a process of acquiring knowledge about existing risk, identifying coping mechanisms and skills to respond during disasters. Community level preparedness is responsibility of all the community members at individual, family and at community levels.

2.9.1 Awareness

One of the key steps of preparedness for the VDMC/LADMC is awareness generation to mobilize and motivate community members to acquire knowledge about existing risk, identify coping mechanisms and prepare the disaster management plans. Meetings with key persons of a village/local area such as the village head, health worker, school teachers, elected representatives and members of the youth clubs and women also motivates the villagers to carry forward these plans for a safer living.

The community has to :

- a) Identify hazards in and around their homes
- b) Prepare emergency supply kit and household emergency plan.
- c) Keep and Monitor emergency communication devices handy
- d) Enroll in emergency response training courses.

2.9.2 Volunteerism in Disaster Risk Reduction

Introduction

Volunteerism is a powerful means of engaging people in tackling development challenges, and it can transform the pace and nature of development. Volunteerism benefits both society at large and the individual volunteer by strengthening trust, solidarity and reciprocity among citizens, and by purposefully creating opportunities for participation¹. Managing disasters efficiently and effectively begins and ends with communities.

The local community plays an important role as first responder in the aftermath of disasters before any government machinery or support reaches, it is community which has to respond immediately. Hon'ble Prime Minister of India also emphasised on building local capacity and initiative in 10 points agenda of DRR (AMCDRR 2016). Hence, adequate awareness and preparedness at the Community level especially

¹ Volunteerism and disaster, UN volunteer, 2011

amongst the most vulnerable set of communities like women, children, old , disable etc residing in the most vulnerable areas of the country is need of the hour. Disaster risk reduction measures are most successful when they involve the direct participation of the people most likely to be exposed to hazards. The Local community can play a vital role in preparedness, response capabilities and disaster mitigation, including advocacy and awareness campaigns, further the development of early warning capacities and training exercises.

Apda Mitra Scheme

National Disaster Management Authority initiated Apda Mitra Scheme in 2016 to train community volunteers in disaster response in the selected 30 most flood prone districts of 25 States/UTs of India. 6000 community volunteers (200 volunteers per district) will be trained in disaster response in 30 most flood prone districts of 25 States/UTs. Looking at the effective response of trained Apda Mitra in recent disasters like Fani Odisha(2019), flood in Kolhapur, Maharashtra(2019) it is now proposed to upscale the scheme to pan India with proposed number of trained volunteers up to one lakh with specific emphasis on women participation in 300 landslide, flood, cyclone and earthquake prone districts of India. Few of the important learning are as follow:

Learning experiences

- a. Apda Mitra scheme of NDMA provided opportunities for learning and skill building and enabled young people to take a more active and constructive role in society.
- b. After undergoing training a sense of responsibility and self-respect has enhanced in volunteers in view of Disaster Risk Reduction at community level. These volunteers are also very supportive in providing psychosocial support to community and enhance the confidence level of the disaster prone community.
- c. It enhances the ability of Apda Mitra to think creatively for generating locally appropriate solutions from existing resources.
- d. Trained Apda Mitra are now able to know the types of hazards that are most likely to affect their region and steps to be taken to prepare themselves.
- e. They are working as liaison between the disaster management committees at community level and District Disaster Management Authority to disseminate the early warning of disaster regularly.
- f. Creation of portal with volunteers database where in the place of residence of the volunteers is geo-tagged and the contact details are duly updated. The portal will be immense advantage during any emergency situation.
- g. Women's participation in 'search and rescue' is possible and beneficial. When efforts are made to ensure a culturally sensitive environment for women to learn new skills, women are willing to shed their inhibitions and come forward to learn.

2.9.3 Response and Recovery

There are times when impact of the disaster may exceed the preparedness capacities

of communities. While it is important to remain prepared in advance, it is equally important to remain active and prepared for “response” or even for quick and better recovery. There are few processes which are crucial during response such as:

- a. Early warning
- b. Evacuation and Rescue
- c. First Aid
- d. Relief: Food, Water and Sanitation
- e. Damage Assessment
- f. Carcass disposal
- g. Emergency shelter and camp management.

Response of Adpa Mitra during Dussehra Idol immersion (2019), District Supaul

200 volunteers were trained in flood risk mitigation techniques in District Supaul under Apda Mitra Scheme. These trained volunteers performed efficiently in crowd management during Idol immersion process during Dussehra. They also rescued people from drowning.



Source: Bihar State Disaster Management Authority

Effective Response of Apda Mitra, Flood in Bihar, District Sitamadhi (2019)

200 volunteers including 55 women volunteers got trained in District Sitamadhi one of the severely flood prone district of Bihar for flood risk mitigation within Apda Mitra scheme. Under overall supervision of District Magistrate Sitamadhi Apda Mitra were actively involved in search & Rescue and relief operations at Dumrikala Panchayat, Majorganj block, District Sitamadhi during flooding in 2019.



Source: Bihar State Disaster Management Authority

2.9.4 Emergency response capacity

The effective operation of search and rescue requires well-trained personnel and appropriate tools, equipment, and support components. Volunteers are the backbone of most community-level preparedness programs and can play effective roles in both small- and large-scale emergencies, as they usually reside within the vulnerable communities themselves. These can be sourced from local partner organizations. Volunteers may come from different educational backgrounds and have different levels of commitment. Adequate time and support must be given to building up an appropriate number of volunteers, as well as training and equipping them.

2.9.5 Mock exercises

The only way to know if a response or contingency plan will work is to put it into action, evaluate it, and revise it as appropriate.

These simulation exercises shall be taken up in schools, sub- centers, anganwadi, panchayat or other community institutions. This could also be implemented in residential communities/ neighbourhoods. Mock drill calendar shall also be developed at village level looking at various local hazards.

2.10 Capacity building for CBDRR

CBDRR-Capacity building is a process that shall help the stakeholder to acquire and enhance necessary knowledge, skills and attitudes to perform their tasks and duties for risk- resilience. The CBDRR process takes community through various experiences of interaction, assessment, planning, coordination and implementation. This shall thus require continuous capacity building of various stakeholders. Capacity building needs to be made a more regular exercise and awareness has to be built amongst the Community Building Organizations, Resident Welfare Associations and Panchayats/ Gram Sabhas, so as to sensitize all the stakeholders to take measures required for disaster preparedness.

2.10.1 Case studies Community based Disaster Risk Reduction

Flood Kolhapur, (2019)

From 14th of July 2018 as per the prediction of IMD it rains heavily in all the 12 blocks of the Kolhapur district. Excess water was received in free catchment areas of all 13 rivers of district. Immediately water levels increased in all river basins and alerts was declared by District Administration. Emergency Management planning was done under the guidance of District Magistrate (Incident Commander) with all the line department including Aapda Mitra. With the support of trained Aapda Mitra 06 lives got saved due to effective communication and efficient response by the Aapda Mitra.



(Sources: Office of District Magistrate Kolhapur)

Cyclone Fani, Odisha,(2019)

Cyclone Fani crossed Odisha coast near Satapada and Puri on 3rd may leaving behind devastation. 14 district were affected however, Puri, Cuttak and Khorda District was severely affected. Odisha is having 400 trained Apda Mitra in the District Puri and Jagatsinghpur. Apda Mitra volunteers immediately came into action and did early warning and supported in evacuation. As soon cyclone Fani started losing grip Apda Mitra volunteers supported district administration in clearing road, providing first aid and managing the distribution of food and medical aid and other relief material at various relief shelters to the cyclone victim.



Early Warning Dissemination by Aapada Mitra

Aapada Mitras are engaged in evacuating the vulnerable people to safe shelters

(Source: Office of District Magistrate. Puri)

2.11 Towards sustainability

Community participation and ownership has a direct impact upon both the success and sustainability of a CBDRR programme. All the process steps of CBDRR explained in this chapter clearly indicate the areas, tools and activities that are required for community participation. Engaging community leaders shall have direct influence over community-based organizations and PRIs/ULBs to ensure sustainability.

Management of community action teams like VDMC/LADMC, thematic and preparedness task forces are significant achievements of any standard CBDRR intervention. Their leadership role shall be valued by communities. They are the most effective when they are linked with other community based organizations to allow sharing of information and experiences and coordination of activities. The selection of appropriate members for the committees or action teams shall be critical for sustainability of the intervention.

CBDRR catalysts shall be an important cadre of trained individuals who shall steer the CBDRR process voluntarily and take significant role in coordination at community and government levels. They have good level of acceptance from community, Panchayat members and government officials. Strengthening capacities of identified catalysts shall ensure sustainability of CBDRR process at community level.

Children (adolescents in particular) shall be another effective community group to address underlying vulnerabilities of children. Children's group have higher potential to contribute in terms of CBDRR sustainability as they are exposed to the idea of risk reduction at an early age. Their participation in CBDRR initiatives shall add on value to the young leadership towards effective risk reduction.

For ensuring sustainability of the CBDRR process, it shall also be important to strengthen role of PRIs/ULBs in CBDRR process. They shall also have a clear mandate to engage communities and ensure their participation in planning and monitoring. PRIs/ULBs also channelize local finances and resources that shall be deployed for risk reduction. Formal recognition of the PRIs/ULBs to community based VDMC/LADMC and task forces shall have significant impact on the sustainability of the CBDRR process.

2.12 Financial Arrangements

The Disaster Management Act 2005 has provisions for creation of response and mitigation funds. In States where these funds have got established, DDMA can set aside a part of the fund for the VDMCs/LADMCs/ULBDMCs. The SDRF is the primary Fund available with States for disaster response. States do have the flexibility to meet capacity development expenses from SDRF subject to a limit of 10 percent of the said Fund. The XIV Finance Commission (FC) has recommended that decision of constituting District Disaster Response Funds (DDRFs) is best left to the wisdom of the State Governments, and hence, separate grants for the financing of DDRFs are not recommended. The FC – XIV did not make any specific recommendation for mitigation fund.

As mandated by Government of India 30% funds from all central schemes will be invested for disaster innovation, mitigation and adaptation. The funds available with the DDMA may be used for the capacity building of the VDMCs, preparation of the VDMPs.

Capacity Building Grant under FC-XIV provided to various States may be used for CBDM related trainings. The Local Area Development Scheme of Member of Parliaments can be used to finance the activities of VDMC. Funds of Panchayats and Urban Local Bodies gained from taxes, duties, tolls, fees and grants-in-aid, donations, investments, interest returns, and other sources can also be used for disaster management purposes. The Ministry of Programme Implementation has revised the MPLADS scheme to include flood shelters, cyclone shelters, etc.

In addition to government funds, donations and grants from the private sector, such as research institutions, individuals and companies can be used to fund disaster management measures.

Chapter 3

Institutional Framework

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Chapter 3

Institutional Framework

3.1 Disaster Management Institutions in India

The Disaster Management Act 2005, provides a comprehensive structure comprising National Disaster Management Authority (NDMA), National Executive Committee (NEC) at the national level; State Disaster Management Authority (SDMA), State Executive Committee (SEC) at the state level; and District Disaster Management Authority (DDMA) at the district level. The Act lays down the institutional, legal, financial and coordination mechanisms for effective Disaster Management at the national, state, district and local levels. These institutions work in close harmony to enhance their efficiency and efficacy at each level.

The Act covers community based disaster risk reduction, wherein Section 22(2)(i) of the Act promotes general education, awareness and community training with regard to different forms of disasters and on taking suitable measures by community to prevent the disaster, mitigate and respond to any disaster. Similarly, Section 30(2)(xiii) facilitates community training and awareness programmes for prevention of disaster or mitigation with support of local authorities, governmental and non-governmental organizations. This encourages participation of non- governmental organizations and voluntary social-welfare institutions working at the grassroots level in the district for disaster management.

Further the Act explains that DDMA headed by Collector or District Magistrate or Deputy Commissioner and co-chaired by an elected representative as the Co-Chairperson will act as the planning, coordinating and implementing authorities for disaster management at the District level and take all necessary measures.

For the purpose of CBDRR, local authorities including Panchayati Raj Institutions (PRI), Municipalities, Cantonment Boards and Town Planning Authorities which control and manage civic services, have also been identified by the DM Act. These bodies will ensure capacity building of their officers and employees for managing disasters, carry out relief, rehabilitation and reconstruction activities in the affected areas and will prepare DM Plans in consonance with guidelines of the NDMA, SDMAs and DDMA. Besides, the local authorities are encouraged to involve non- governmental organizations, voluntary organizations, social welfare organizations, etc. working at the grassroots level in the district for disaster management.

The Act mandates strong association of the community and civil society with the CBDRR process through strategies of awareness generation, capacity building and training.

National Policy on Disaster Management 2009

Similarly, the National Policy on Disaster Management 2009 (NPDM) lays emphasis on community based disaster preparedness (Para 5.3.1 and 5.3.2 of Chapter 5 on Disaster Prevention, Mitigation and Preparedness) to ensure local ownership, addressing local needs, and promoting volunteerism and mutual help to prevent and minimize damage.

The policy recognizes community as the bedrock of the process of disaster response for which it has given emphasis on training towards various aspects of response such as first-aid, search and rescue, management of community shelters, psycho-social counselling, distribution of relief and accessing support from government/agencies etc. It also promotes stakeholder participation including encouragement to Non-Governmental Organizations for community empowerment.

The National Disaster Management Plan (NDMP) 2016 reinforces to develop the capacities of Panchayats and ULBs in the sphere of disaster management, for which, it has given emphasis to increase the competence of local bodies in all aspects of disaster management, mainstreaming DRR, and in promoting a culture of disaster prevention and DRR. Considering community is the first responder to disasters, capacity building of community through awareness, sensitization, orientation and developing skills to enhance the capacity of community (Section 7.4-7.5, page 134) has also been highlighted in National Plan.

3.2. Local Government/ other Organizations/ Schemes

Under the 73rd and 74th Constitutional Amendments, the local government institutions have started assuming the centre stage in bringing effective, efficient, people-centric and responsive system in a decentralized mode of governance. This recognizes Panchayati Raj Institutions (PRI) and Urban Local Bodies (ULBs) as 'institutions of self – government' at local level with the power, authority and resources. They are put in place to decentralize and devolve financial and administrative powers through a tiered structure from the district downwards right up to the Gram Sabha level. In the case of urban self-government, the devolution is to be up to the ward level.

The local government plays an important role in various development schemes/ programmes. This has been done due to direct participation of people at local level.

While implementing various development schemes/ programmes, DRR aspects can be integrated keeping in view of the constitutional recognition of the importance of decentralization and devolution of powers.

Besides the local government, some other organizations/ schemes like Nehru Yuva Kendra Sangathan (NYKS), National Social Services (NSS), Civil Defence, etc. play a crucial role in disaster risk reduction.

Nehru Yuva Kendra Sangathan (NYKS): the largest grassroots level youth organization under the umbrella Scheme called 'Rashtriya Yuva Sashaktikaran Karyakram'(RYSK)has taken up an initiative on preparing Disaster Response Teams (DRTs) of NYKS Youth Volunteers for DRR in collaboration with National Disaster Response Force (NDRF)on the principles of voluntarism, self-help and community participation. The volunteers of NYKS act as an interface between affected community and concerned stakeholders to provide initial rescue and relief services. In addition, the volunteers are also engaged in other activities like undertaking mock drills at local levels; generating awareness amongst village communities, peer education and participating Gram Sabha meetings on DRR during normal time.

NYKS Volunteers in preparedness

Youth networks like NYKS have a fair gender balance because they comprise of a pool of young and dynamic women as well as men, who strive to bring gender equity in community activities. In Delhi NCR region NYKS volunteers are playing pivotal role in motivating and training community members to take up a more proactive role in disaster preparedness. They are using the visual medium to communicate awareness messages to those community members who have limited reading skills. Women volunteers from NYKS are striving to enhance the participation of community in Disaster Risk Reduction process by supporting the district administration. Their efforts have succeeded in generating interest among women members of community also and persuaded them to come forward and contribute to building the disaster preparedness of their community.



(Source: Delhi Disaster Management Authority)

National Service Scheme (NSS): the Scheme was initiated with an aim to take part in various government led community service activities and programmes. While studying, these student volunteers undertake community development activities and facilitate relief and rescue operations during emergency disaster situations. They also sanitize the affected area, prepare food packets for disaster victims, run common kitchen and distributes medicines.

Involvement of NSS volunteers

NSS volunteers were widely engaged during various disasters in the past, such as the Super Cyclone of Odisha in 1999, the Gujarat earthquake in 2001, the Indian Ocean tsunami in 2004, the Mumbai floods in 2005 and others. These volunteers became an extended arm of the government machinery and provided extensive support in debris removal, carcass disposal, rescue operations, distribution of relief, generating voluntary funds, management of temporary shelters and psycho-social care.

(Source: Ministry of Youth Affairs and Sports, Government of India, 2017)

Civil Defence: the organization was established under the then Emergency Relief Organization (ERO) Scheme has been suitably amended by the Civil Defence (Amendment) Act, 2009 to include disaster management as an additional role for the Civil Defence Corps, while retaining its primary role.

Accordingly, Government of India envisioned the plan scheme for mainstreaming Civil Defence in disaster risk reduction to create a mechanism for effective and efficient response to any emergency, whether natural or man-made. Being a community based voluntary organization; it plays an important role in the field of public awareness as well as community capacity building to face any disaster, besides rescue, relief and rehabilitation.

In addition, there are some other organizations and schemes works at community level for upliftment of the people in society. As these organizations work at community level, they also actively involved in disaster related activities and particularly during disaster situations. In this context, the role and functions of Home Guards & Fire Services, National Cadet Corps (NCC)/ Scouts & Guides, Auxiliary Nurse Midwives(ANM), Anganwadi Workers(AWW), Accredited Social Health Activist (ASHA) etc. can't be ignored.

Role of Civil Defence Volunteers in DRR

Civil Defence Organization which is peripheral line of Defence provide rescue services, first aid, relief work, transport, during disasters. Delhi Disaster Management Authority regularly provide and upgrade the training to Civil Defence volunteers in various tips of Disaster Management. These trained volunteers not only support DDMA in pre disaster phase of conducting awareness and mock drills but also work as response force effectively aftermath of any disaster.



Source: DDMA

Aanganwadi supervisors as an all-women first aid team, Kolhapur District, Maharashtra

Kolhapur district in Maharashtra has been experiencing severe floods every year since 2005. Realizing the need for women's involvement in mobilizing communities for disaster risk management and to ensure that women take a leadership role in the programme, an all-woman First Aid Team has been formed, at the district level. The association of Aanganwadi supervisors lends to it an element of credibility in the eyes of the local people, especially the women. Realizing this, the District Administration of Kolhapur district, Maharashtra collaborated with the Integrated Child Development Scheme (ICDS) to form all-women first aid team with anganwadi supervisors. The result of this was that fifty anganwadi supervisors were selected from across the twelve talukas of the district, for specialized training in first aid at Kolhapur city. Involving women gave positive influence and motivated other women to participate in this Programme at the taluka and village levels.

(Source: District Administration, Kolhapur)

3.3 Community Based Organizations

The community based organizations (CBOs) represents a community and works in overall partnership with the elected representatives of local government to meet community needs. While devising the activities and plans relating to welfare of community, the CBOs facilitate the process and provide support to the community members. Similarly in DRR activities, the CBOs facilitate in preparing disaster risk reduction plan and provide support during implementation, monitoring of development programs.

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Chapter IV

Action Plan for Implementation- Roles and Responsibilities of various Stakeholders

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Chapter 4

Action stakeholders Plan for Implementation: Roles and Responsibilities of various stakeholders

Matrix for Guidelines on Community Based Disaster Risk Reduction Role and Responsibilities of Stakeholders

Understanding Disaster Risk

Sl. No.	Major Theme	Activities and Responsibilities (at Centre / State / Local levels)			
		Activity (Centre)	Responsibility (Centre)	Activity (State)	Responsibility (State/ Others)
1.	Hazard, Risk & Vulnerability Analysis	Provide Guidelines for Hazard, Risk & Vulnerability Analysis	NDMA	Provide Guidelines for Hazard, Risk & Vulnerability Analysis	SDMAs & DDMA's
				Ensuring Hazard, Risk & Vulnerability Identification	Village Disaster Management Committee, RWAs under supervision of DDMA's
				Resource Inventory	Village Disaster Management Committee, RWAs
				Preparation of Hazard and Resource Map through Participatory Rural Appraisal and Participatory Appraisal at RWAs level	Village Disaster Management Committee, RWAs

Sl. No.	Major Theme	Activities and Responsibilities (at Centre / State / Local levels)			
		Activity (Centre)	Responsibility (Centre)	Activity (State)	Responsibility (State/ Others)
				Identify hazard specific vulnerabilities faced by the community	DDMAs in consultation with Village Disaster Management Committee and RWAs, VOs, CBOs, NGOs

Strengthening Disaster Risk Governance

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility – (Centre)	Activity (State/ Others)	Responsibility – (State/ Others)
1.	Institutional Mechanism			Setting up the VDMCs and RWAs	Village Panchayats, District Panchayats, Municipal Corporations/ Councils/ Ward Council, DDMAs
				Establish inter agency coordination	DDMA, ZilaPanchayat, ULBs
				Promoting involvement of SHGs in DRR Activities	State Government, SDMAs, District Administration, DDMAs, SHGs
		Ensure representation of VDMCs and RWAs in NPDRR	MHA	Ensure representation of VDMCs and RWAs in SPDRR	Department dealing with Disaster Management
				Ensuring representation of	Department dealing with Disaster

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility – (Centre)	Activity (State/ Others)	Responsibility – (State/ Others)
				VDMCs and RWAs in DRR committees	Management , SDMAs, DDMAs
2.	Main-streaming CBDRR	Inclusion of CBDRR into all Schemes	All concerned Ministries and Departments (MoRD, MoHUA)	Inclusion of CBDRR into all Schemes	All Concerned Departments
				Evaluation of mainstreaming activities through Social Audit	Department of Rural Development, Department of Urban Development
				Third Party Evaluation of impact of various activities	All concerned Departments/ SDMAs/ DDMAs, CBOs, NGOs
3.	Funds	Earmark specific budgetary allocations towards CBDRR	All Ministries/ Departments	Earmark specific budgetary allocations towards CBDRR	All Departments
		Guidelines for utilization of CSR Funds in CBDRR	Ministry of Corporate Affairs	Mobilize and utilize CSR Fund towards implementation of the inclusive actions	SDMAs/ DDMAs/ District Administration
				Strengthening of SHGs	State Govt., NABARD, etc.
		Issue guidelines on the earmarking of funds in the State Disaster	NITI Aayog, Ministry of		

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility – (Centre)	Activity (State/ Others)	Responsibility – (State/ Others)
		Response Fund/ District Disaster Response Fund for CBDRR initiatives	Finance & NDMA		
4.	Disaster Management Plans			Preparation of DMPs of VDMCs and RWAs	VDMCs, RWAS, NGOs, CBOs
				Approval of DMPs of VDMCs and RWAs	DDMAs

Inter-Agency Coordination

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility – (Centre)	Activity (State/ Others)	Responsibility – (State/ Others)
1.	Community Based DRR			Organize consultations with resource organizations to develop community based DRM system on the local need basis	SDMAs/ DDMAs, NGOs/ Charitable Organizations
				Ensure that the community emergency planning and preparedness in place	CoR/ Departments dealing with Disaster Management/ DDMAs, NGOs/ Charitable Organizations

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility – (Centre)	Activity (State/ Others)	Responsibility – (State/ Others)
2.	Participation of Community in DRR			Participation of Community	CoR/ SDMAs/ DDMA/ NGOs
3.	Community Based Organizations (CBOs)	Undertake capacity building of CBOs to involve community in all stages of Disaster Management	MoRD, MoHUA	Undertake capacity building of CBOs to involve community in all stages of Disaster Management	SDMAs, DDMA, NGOs

Investing in DRR – Non-Structural Measures

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility – (Centre)	Activity (State/ Others)	Responsibility – (State/ Others)
1.	Resource Mapping and Planning			Conduct resource mapping	SDMAs/ DDMA/IDRN
2.	Information & Communication, Early Warning Systems	Make emergency information and early warning messages	MHA/ MoES (IMD)/ Ministry of Information & Broadcasting,	Make emergency information and early warning messages accessible to community	CoR/ SDMAs/ Information Department/ District Administration

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility – (Centre)	Activity (State/ Others)	Responsibility – (State/ Others)
		accessible to community and ensure last mile connectivity including adapting community based, technology friendly system for early warning dissemination and awareness generation	(I&B) (DAVP) Department of Telecommunication		
		Develop effective communication easily understandable to community	IMD, NDMA	Develop effective communication easily understandable to community	CoR/ Department dealing with Disaster Management/ SDMAs/ DDMA's
3.	Insurance – Health/ Life /Crop/ House/ Assets/	Encourage Insurance companies to provide insurance for assets	IRDAI, Ministry of Finance/ Department of Banking/	Encourage Insurance companies to provide insurance for assets	Finance Department

Investing in DRR – Structural Measures

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility (Centre)	Activity (State/ Others)	Responsibility (State/ Others)
1.	Multipurpose Shelters	Design the emergency/temporary Shelters in consultation with community	Ministry of Urban Affairs, Ministry of Rural Development	Design the emergency/ temporary shelters in consultation with community	PWD, Commissioner of Relief, SDMAs
				Committee for Maintenance of the Emergency Shelters/ Temporary Shelters with involvement of Community	Department dealing with Disaster Management , COR, SDMAs, DDMA, DDRCs
2.	Structural Audit/ Retrofitting	Guidelines for Structural Safety Audit and Rapid Visual Screening of buildings of Institutions	NDMA	Conducting Rapid Visual Screening and Structural Safety Audit of Buildings and retrofitting taking into consideration the Multi-Hazard Approach	State Governments/ SDMAs/ DDMA/ Public Works Department and Concerned Departments/ owners of the institutions
3.	Housing/ Reasonable Accommodation/ Infrastructure			Ensure construction of all social housing and reconstruction schemes in consultation with community	Department of Urban Development, Department of Rural Development, SDMAs, DDMA/

Capacity Development

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility (Centre)	Activity (State/ Others)	Responsibility (State/ Others)
1.	Capacity Development	Development of Training Module on DRR for community	NIDM	Training of community in DRR	SIDM/ ATIs/ SDMA/ DDMA/
				Ensure creation of a voluntary group within the Community	NGOs/ VOs/ CBOs/ RWAs/ DDMA/ VDMCs etc.
2.	Curriculum Development	Curriculum development for Community Based Disaster Risk Reduction	NIDM	Adaptation of curriculum for CBDRR and integration in all levels of education in vernacular language	Department of Education/ Text Book societies in States
3.	Training			Trainings on CBDRR for all State Departments	ATIs, Disaster Management Institutes
				Training of volunteers	NDRF and SDRF
4.	Awareness Generation/ Sensitization			Sensitize the community on the special needs and rights of the Persons with Disabilities for DRR	State Social Welfare Departments , Departments dealing with Disaster Management, Media, NGOs, VOs, Department of Information and Public Relation, DDMA, SDMA, Women and Child Development,

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility (Centre)	Activity (State/ Others)	Responsibility (State/ Others)
					District Disability Committees
		Incorporate CBDRR in awareness of youth programs such as National Social Service, National Cadet Corps	Ministry of Youth Affairs, MHA, Ministry of Defence	Orient Youth Programmes towards CBDRR	NSS, NYKS, NCC, Scouts & Guides, NGOs
		Sensitize the elected representatives at national level on issues of CBDRR	Ministry of Parliamentary Affairs, Ministry of Panchayati Raj	Sensitize the elected representatives at state level and below on issues of CBDRR	Department of Panchayati Raj, Department of Urban Development
5.	Knowledge enhancement – Good Practices on mitigation/ rehabilitation/ recovery	Create knowledge forums and platforms of researchers, academics, legal	NIDM	Create knowledge forums and platforms of researchers, academics, legal practitioners, policy makers, planners and organizations working on CBDRR for	SDMAs, VDMCs, RWAs

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility (Centre)	Activity (State/ Others)	Responsibility (State/ Others)
		practitioners, policy makers, planners and organizations working on CBDRR for mainstreaming		mainstreaming	
				Create networks and engage with CBOs/ NGOs, knowledge partners	SPDRR, SDMAs, DDMA
6.	Mock Drills/ Exercises	Conduct regular drills including evacuation drills and ensure community participation	MHA, NDMA, NDRF, MoHUA, MoRD	Conduct regular drills including evacuation drills and ensure community participation	CoR, SDMAs, DDMA, VDMCs, RWAs

Preparedness & Response

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility (Centre)	Activity (State/ Others)	Responsibility (State/ Others)

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility (Centre)	Activity (State/ Others)	Responsibility (State/ Others)
1.	Disaster Management Plan			Prepare a comprehensive CBDRR Plan	State Government./ All Departments concerned/ SDMA/ DDMA/ VDMCs/ RWAs
2.	Education	Assistance to ensure post disaster continuation of the education of children in a safe school atmosphere	MoHRD/ Department of School Education	Ensure post disaster continuation of the education of Children in a safe school atmosphere	Department of Education, DDMA,
3.	Relief and Relief Centres			Put up the relief distribution centres in consultation with community	Commissioner of Relief, DDMA, NDRF, SDRF
4.	Medical Care/ First Aid	Ensure critical hospital care to those who may have acquired disability due to disasters	Ministry of Health & Family Welfare	Ensure critical hospital care to those who may have acquired disability due to disasters	Health Department
5.	Mental Health Care	Provision of counselling for	Ministry of Health & Family Welfare,	Provision of counselling for post-traumatic stress	Health Department,

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility (Centre)	Activity (State/ Others)	Responsibility (State/ Others)
		post-traumatic stress disorders		disorders	
6.	Health			Focus on community health, especially in the aftermath of a disaster	Health Department, SDMAs, DDMAAs, ANMs, Aanganwadi, ASHA Worker, VDMCs, RWAs, CBOs, NGOs
				Training for community health in the aftermath of disaster	Health Department, SDMAs, DDMAAs, NGOs, CBOs
7.	Drinking Water/ Sanitation/ Public Health	Make water distribution centres in consultation with community in affected areas and emergency/ temporary shelters	Ministry of Jal Shakti,	Make water distribution centres in consultation with community in affected areas and emergency/ temporary shelters	Department of Water Supply or concerned Department in the State Government, (WASH empanelled NGOs)
		Make sanitation facilities in affected areas and emergency/ temporary	Ministry of Jal Shakti/	Make sanitation facilities in affected areas and emergency/ temporary shelters	Public Health and Engineering Department CoR, DDMAAs, VDMCs, RWAs, Aanganwadi, ASHA workers

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility (Centre)	Activity (State/ Others)	Responsibility (State/ Others)
		shelters			
		Make Public Health facilities inclusive and accessible in affected areas and emergency/ temporary shelters	Ministry of Drinking Water & Sanitation	Make Public Health facilities inclusive and accessible in affected areas and emergency/ temporary shelters	Public Health and Engineering Department, CoR, DDMA's,
8.	Food Security & Essential Supplies	Make the food distribution centres in consultation with community	Ministry of Consumer Affairs, Food & Public Distribution	Make the food distribution centres in consultation with community	CoR, DDMA's, ULBs/ PRIs, NGOs,
9.	Livelihood	Impart appropriate available choice based skill training to community	Ministry of Skill Development	Impart appropriate choice based skill training to community	Skill Development Departments, ITIs, SIRDs
		Integrate various initiatives and schemes, soft	MoRD, MoHUA	Integrate various initiatives and schemes, soft loans and entrepreneurship	SDMA's/ Finance Department/ Urban Department/ Rural Department

Sl. No.	Major Theme	Central/ State/ other Agencies and their Responsibilities			
		Activity (Centre)	Responsibility (Centre)	Activity (State/ Others)	Responsibility (State/ Others)
		loans and entrepreneurship opportunities		opportunities	
10.	Legal Aid/ Grievance Redressal Mechanism	Provision for establishment of Free Legal Aid Cells	Ministry of Law & Justice, NLSA,	Provide free legal aid on a priority basis	Law Department/ SLSA,
		Provision for establishment of inclusive grievance redress mechanism and grievance redress	Concerned Ministries/ Departments NLSA	Grievance Redressal	CoR, DDMA, / SLSA
11.	Reconstruction			Prepare plans for relocation/ reconstruction sites involving the community	CoR/ Department dealing with Disaster Management and SDMA/ DDMA

Chapter V

Best Practices in the field of Community based Disaster Risk Reduction

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Chapter 5

Best Practices in the field of Community based Disaster Risk Reduction Case Study - I

EFFECTIVE PREPAREDNESS TO CYCLONE PHAILIN IN ODISHA, INDIA

Capacities of the nation in disaster preparedness were tested when cyclone Phailin hit the east coast on the evening of October 12, 2013 with wind speeds of nearly 330kms /hour. The response to Cyclone Phailin in India underscores how enhanced community preparedness can result in significant reduction in loss of lives. Preparedness training, Disaster Management planning exercises, awareness-raising, and several structural and non-structural measures (including construction of multi-purpose cyclone shelters) by multiple stakeholders including State and National Governments, UN agencies, NGOs, etc. spanning over a decade have contributed to this. However, the extensive damage caused to livelihoods, shelter and other assets as well as challenges to long-term recovery of those affected highlight the need for a systematic approach to building resilience of communities against disasters and climate change.

Context: India is one of six major cyclone-prone countries in the world. Cyclonic storms and storm surge have been responsible for some of the severe fatalities along the coasts, the worst of which was caused during the Orissa Super-cyclone (1999). Lack of community preparedness to disasters resulted in extensive loss of lives and damage to assets. Vulnerability reduction and disaster management saw significant intensification since the Super Cyclone in Orissa and the focus shifted on integration of community-based disaster preparedness and mitigation plans into the development plans prepared by local government, and strengthening of local capacities and institutions.

Cyclone Phailin hit the east coast of Orissa on the evening of October 12, 2013 with wind speeds of nearly 260kms /hour. The State Government of Odisha managed largest-ever evacuation exercise in the state and planned large-scale relief preparations. The evacuees were put up in nearly 20,000 cyclone shelters, schools, colleges and other safe places. This was responsible for minimal deaths as compared to the 1999 Super Cyclone where more than 10,000 people died. Economic losses indeed have been high—in rural agriculture, fisheries, sericulture, etc. An estimated 5,000 sq km of mostly paddy crops have been destroyed by the cyclone causing an estimated loss of some \$320m. The recovery challenge of loss of livelihoods of the poor in coastal areas is huge.

Community participation with support of State Government: Disaster management plans have been prepared from village to district; village volunteers trained in first-aid, search and rescue, evacuation and relief and shelter management; disaster management teams constituted at the district and sub-district

levels and mock drills conducted at all levels. The Orissa State Government (with funding support from other State/National Governments, IFIs such as the World Bank), NGOs (both local and international), multi-laterals including UNDP have invested in: development of physical infrastructure for effective response, Emergency Operation Centres, technology transfer – low cost housing technology, mason's training, community-based livelihood diversification initiatives, mass awareness creation, social mobilization, strengthening response mechanisms (search and rescue operations, first aid, water & sanitation, shelter management), establishment of contingency funds and pre-positioning of food grains at Gram Panchayat level, creation Orissa Disaster Rapid Action Force (ODRAF), deployment of staff to expedite effective relief and rehabilitation, use of the rural housing scheme of Indira Awas Yojana for constructing cyclone-resistant houses, etc.

Main challenges: High levels of poverty and other priorities resulting in reduced interest in mitigation activities; short memory span regarding large disasters; poor understanding of DM including that of local elected representatives; etc. posed challenges to long-term resilience building. In order to address some of these, large scale social mobilization and mass awareness campaigns, appreciation/acknowledgement of community actors; development of trainings modules on DM for elected representatives as well as conduct of trainings through State Institute of Rural Development (SIRD) were undertaken.

Lessons learnt: Floods following Phailin overwhelmed capacities to respond as well as undertake recovery initiatives. The occurrence of two disasters in succession has emphasized the need to strengthen ODRAF, increase the number of cyclone shelters, and strengthening of community volunteer groups. The new Odisha State Youth Policy mandates active involvement of the youth in community based disaster management processes and practices². Extensive damages to housing emphasized the need for greater efforts to construct cyclone resistant houses through an owner-driven approach, improvement of building techniques as well as effective dissemination of information of safe construction practices.

Due to the concerted efforts of stakeholders in enhancing disaster preparedness in Orissa significant reduction in loss of lives was observed as a result of accurate warnings as well as effective and timely evacuation. Timely warnings also resulted in saving of crops in certain areas which were ready for harvesting. One of the key elements of successful response was the cyclone shelters that have been constructed in the state (by the governments, UN agencies, NGOs, etc.) since the 1999 Super Cyclone for more than a decade. Several of these were designed with special provision for access to the differentially abled. The effective management of cyclone shelters by community members as revealed by Cyclone Phailin is a testimony to the sense of community ownership and their level of awareness as well as preparedness.

² <http://dsysodisha.gov.in/pdf/Framework-of-Odisha-Youth-Policy-1.pdf>

Case Study -II

Role of Aapda Mitra in Community based Disaster Risk Reduction at Tripura

Situation-I

In case of any disaster or emergency, before any government machinery & support reaches or outside help gets galvanized, it is the Community which has to respond immediately. As the Community plays the role of First Responder, it is critical that there is adequate awareness and preparedness at the Community level especially amongst people residing in the most vulnerable areas of the country. Keeping that in view National Disaster Management Authority initiated Aapda Mitra Scheme to train volunteers selected from Civil Defence, Home Guards, Youths and community in disaster response in the selected most flood prone districts of India. The scheme has been successfully implemented in 25 States/UTs in India and 5014 volunteers got trained across India till now.

In Sepahijala district, Tripura and about 90 volunteers got trained in field of flood risk reduction. On 22nd May, 2018 due to heavy precipitation there was a flood like situation in low lying areas of Sonamura sub division under Sepahijala District. Without making delay the SDM Sonamura contacted the Quick Response Team and Aapda Mitra volunteers for immediate response. Reaching at flood affected area four Aapda Mitra volunteers instantly plunged into rescue operation at around 9.00 pm with 12 men carrying capacity boat (without OBM) and rescued the total 12 marooned families from their houses. The rescue operation completed at 11.00 pm. The rescued persons were shifted to the relief camps and ensured the relief arrangements. The sub-division administration and the communities were appreciated the prompt response of the Aapda Mitra volunteers for saving the precious lives.

Situation-II

A devastating flood occurred in the State from 11 to 18 July, 2018 breaking all previous records of past. Unakoti District was severely affected and thousands of people were got stranded in their houses. As the flood was catastrophic, NDRF, Assam Rifle, BSF and TSR were deployed in the rescue operations. Boats and rescue teams from other districts were also mobilized to Unakoti for the rescue operations. As a matter of coordinated effort, the District Magistrate & Collector, Sepahijala sent a team of AapdaMitra volunteers(6 AapdaMitra and 2 Red Cross volunteers with two rubber boats)to Kailasahar Sub Division under Unakoti District for supporting the rescue and relief operations. The team worked during 14 and 15 June 2018. The team rescued 400 persons from Paitur Bazar, Chirakuti, Durgapur, Sonamara, Kalipur areas. They also helped the administration in maintaining law & order situation by transporting police personnel, TSR jawans by boats in different flood affected areas. The District Administration Unakoti district appreciated the timely support of AapdaMitra volunteers at the time of need.

Role of Aapda Mitra in Community based Disaster Risk Reduction at Kolhapur

Situation III

Apada Mitra programme of NDMA is being implemented in Kolhapur District Maharashtra in which 200 hundred volunteers from the flood prone areas of Kolhapur district got trained in Flood Risk Reduction. The second batch training of Apada Mitra would be "All Women Team".

From 14th of July 2018 as per the prediction of IMD it rains heavily in all the 12 blocks of the district. Kolhapur received excess water in free catchment areas of all 13 rivers of district. Immediately water levels increased in all river basins and alerts was declared by District Administration. Rivers were flowing above danger level, maximum KT WEIR were submerged, roads were blocked partially, situation became worsening and all were on high alert. Emergency Management planning was done under the guidance of District Magistrate Avinash Subhedar, Incident Commander with all the line department including Aapda Mitra. With the support of Aapda Mitra 06 lives got saved due to effective communication and efficient response by the Aapda Mitra.

Lesson Learnt

During various post disaster response processes it is observed that community-based disaster response works well because it responds quickly to urgent needs that support in relief activities at the stages. The approach of making community volunteers self reliant and to mobilizes solidarity among the members of a community creates social capital. This approach also allows participation women in risk reduction process and strengthens the local institutions. Thus, existing grass roots and community-based organizations at community level, including women organizations, should be reinforced, to participate in disaster risk reduction activities. Transfer of expertise and skill at a local level would ensure sustainable com

Case Study-III

Community participation in Post Earthquake (2001) reconstruction at Kutch region, Gujarat.

Kachchh located in the western state Gujarat of India, is one of the backward districts of the state. On January 26th, 2001 an earthquake recorded as 7.9 on the Richter scale struck Kachchh and other districts of Gujarat and its surrounding states. According to the estimation of the Government of Gujarat, around 20,083 people died, and approximately 167, 000 suffered injury. According to the official records, a total number of houses damaged are around 1.2 million out of which 370,000 are totally destroyed and 650,000 are partially destroyed³.

Rehabilitation and reconstruction strategy for a disaster affected community, in this sequence, is an opportunity to build back better by securing the desirable growth of society. Participatory approach, involves people throughout development process in a way that empowers people (Galena, 1998), secure the ownership and commitment of the communities involved. In post disaster response participatory response signify how post-disasters activities can be better made to relate to development to get a disaster resilient community.

In response to the disaster, the Government of Gujarat with the support of the World Bank, Asian Development Bank, United Nations, and other multilateral and bilateral agencies, has prepared the Gujarat Earthquake Rehabilitation and Reconstruction Policy by aiming at becoming a people's program⁴. In which consent and support of villagers were taken into relocation of those villages which got completely damaged during earthquake. In Setu rehabilitation were also initiated as alternative approach where villagers were not keen to be got relocated. The villagers either built their own house by getting financial and technical assistance from the government or if any agency (NGO) pertaining the village, will share 50% of the total cost of private housing as well as public infrastructure in that village. Thus, three different model of reconstruction emerged:

The NGO a

1. re engaged in the reconstruction for the villagers without the involvement of the people who got affected by the natural disaster, called Product Centric Approach
2. The NGO are engaged in the reconstruction, involving the people into the process, called People Centric Approach.
3. The People are opting to undertake their own reconstruction and rehabilitation work taking the compensation from the Government, called Owner Driven Approach.

Bitta Gram Panchyat opted for Owner Driven Constriction approach where Owner designed their own house. The owners were free to decide every aspects of

³ <http://www.gsdma.org/pdf/Earthquake%20Rehabilitation%20Policy.pdf>

⁴ <http://www.gsdma.org/pdf/Earthquake%20Rehabilitation%20Policy.pdf>

reconstruction of their own house.⁵ All the households have been covered under the programme.

Lesson Learnt

With community participation a sense of ownership was created among the community members for post reconstruction activities so as to ensure a more disaster resilient community. The evidence of best practices all over the world in the field of disaster mitigation and management reestablished this reality. Transfer of technology and knowhow to the community level certainly would contribute to sustainable solution for Disaster Risk Reduction.

Case Study –IV

Strengthening Flood Resilience of Communities in Vulnerable Areas of Bahraich and Barabanki district in Uttar Pradesh

Both districts of Bahraich and Barabanki in Uttar Pradesh experiences extensive flooding because of its presence around the Ghaghra River. The river originates in the southern slopes of the Himalayas in Tibet, in the glaciers of Mapchachungo and flows as the Karnali River in western Nepal. It enters India through Bardiya District, where it crosses the border into Bahraich District and is called Ghaghra River. Bahraich faces devastating



inundation every year. To control the flooding, government of India has built embankments in both sides of the river. However, many villages continue to inhabitants between the river and the embankment exposing themselves to the regular flooding. In most of the cases, the local villagers move to the embankment and take shelter till the water recedes. Despite the acute flood risks, the villagers continue to live in the

most vulnerable condition as the agriculture land is very fertile and provides good yield even in the summer months. It also needs to be mentioned here that, every flooding incidence cause colossal damage to the housing, loss of human beings and cattle. As there is no early warning, it was very difficult for timely evacuate and rescue operations. Before the project, the villagers even did not have any manual boat to ferry the people

⁵ <http://www.india-movement.org/national/gujarat/index.htm>

and cattle at the time of the flooding. As the flood water comes from high altitude mountainous region in Nepal, the current of the water is so high that any untrained person cannot navigate the boat.

In 2007-08, a Lucknow based CSO, Sahbhagi Sikshan Kendra (SSK) intervened in relief provisioning. At the time, four consecutive floods took place, leading to immense damage and losses to lives, agricultural produce, property, resulting in the alienation of people from their own land. Following the floods, in 2009-11, SSK mainly worked on developing early warning system through voice broadcasting from the office of the district Collector and linking it to the last mile by preparing a group of volunteers to transmit the message and taking action for evacuation. Gram Panchayat representatives are trained and provided with both motorized and manual boats for evacuation and rescue. This early warning system was mainstreamed by involving the district administration to send messages on early warning to a pre-selected group of mobile numbers. For the last mile connectivity and response action, the Gram Panchayats are involved in dissemination of early warning and made the owner of the boats. This is a significant contribution in strengthening disaster governance to respond to the risks in most effective and manner that is community centric. The Gram Panchayats feel empowered when the district administration send request to make the boats available for search and rescue operations in other areas. The Gram Panchayats also have a group of trained people to operate the boats when the flooding is in high current.

The community is very well equipped to deal with the flood risks. One poor widow woman sharing her experience stated that earlier when the flood used to come, we climb on the roof of the house waiting for someone will come and rescue. In the nights, at times, the snakes used to crawl over the body and we remain still, till the creature moves away. Today, there is early warning and there is enough infrastructure and trained personnel for timely evacuation.



Besides the early warning, SSK made demonstration of high raised handpumps to ensure safe drinking water even during the flooding. This piloting exercise caught the attention of the Public Health and Engineering Department, responsible for installation of hand pumps and in the flood prone areas raised handpumps are installed. This is another example of mainstreaming DRR. SSK also developed raised

platform using the public fund (MGNREGA) so that everyone does not have to go to the embankment as a place for rescue but some can take shelter in the raised platforms.

Because of the support provided by the District Collector of Bahraich to SKK in the DRR initiative, a prestigious Times Impact award was conferred to the district.

The other major focus was on WASH at the time of flooding. SSK build awareness on water sanitation management at the time of flooding. It minimized the fecal contamination of the water including ground water. The cases of diarrhea have also significantly controlled.

All these interventions became so popular that it became part of the Community Based Disaster Management/ Disaster Risk Reduction. The experience and model of intervention was presented at the National Disaster Management Authority, the apex institution on DRR in India. The Bahraich and Barabanki example of SSK is now a model of intervention to build community resilience.

Lessons learnt

1. When the community understands the value of resilience building, they realise that support for relief has very little significance. They try to strengthen the resilience building process by acquiring skills, new equipment and infrastructure. In the initial phase, inclusion of Gram Panchayat (Panchayati Raj Institutions) and the district administration, not only provided legitimacy to the intervention but helped in mainstreaming the initiative. Now the community members take many new actions besides early warning and evacuation. The members of the community conduct Post Disaster Needs Assessment like physical verification of damage and loss of property supervise the relief distribution so that there is no discrimination and duplication. The government has full faith on the capacity and intentions of the community members and the Gram Panchayat.
2. The equipment and kit for effective response was never owned and in possession of SSK. From the very beginning, it was made clear that all the equipment and kit are the property of the Gram Panchayat and they will manage and maintain it. The GP representatives and the community leaders were involved in the procurement process. Initially, the local people did not believe this action, however, at the end, this transfer of ownership and responsibility to the community was the foundation for building sustainability and strengthening disaster governance at the community level. The boats proved as life saver from the flood because it is the only available safe transportation in the time of flood. The boats were used to transport not only people but also to transport small animals, luggage and fodder to safe places which contributes to the revenue for maintenance.
3. Sanitation is a prevalent problem which intensifies during disasters like floods and hence it is important to empower the community through awareness programmes and sensitize them in order to develop and adopt better hygienic practices. Efforts were made in this project for this, through the WASH intervention where awareness efforts such as individual consultation, training of social mobilizers, nukkadnatak, posters and banners among other activities were used to create awareness and to build the capacity of the people affected by flood. The WASH campaign proved to be quite useful as it community is now aware about the dangers of unhygienic practices and near about 60% of them have started following improved hygienic practices.

4. Installation of hand pumps with raised platform and proper drainage was a good flood resilient strategy to avoid water contamination during floods. Along with that, social equality was tried to be achieved by the selection of the location of hand pumps in such an area so that it is accessible to the most vulnerable as well. The initiative by including the community, especially with women representatives, in the process of decision making of the 'Hand Pump Nigrani Samiti', was a catalyst towards work and the promotion of women empowerment simultaneously. The same is the case with model toilets which were made on a raised plinth so that it doesn't get inundated with flood water.
5. The intervention on livelihood focused skills is a long-term intervention to build back better. The youth who had attained a certain level of education were given skill building training on themes like basic computer skills and mobile repairing to assist them in generating a source of income. Women were given training on gardening, agroforestry, and kitchen and finally vocational training was given to the unskilled people migrating to urban areas in basic plumbing and carpentry work, masonry work etc. This had a positive effect on the youth as there are many who have opened their mobile repairing shop either in the village or in a nearby town and they are earning good amount on a daily basis. In DRR often such interventions are neglected.
6. There has been work intensively for linking DRR and governance together which is reflected in the following points:
 - Formation of Hamlet Development Committees (HDC) in order to decentralise the process of disaster preparedness and village development along with the Gram Panchayat framework is a strong example of strengthening local disaster governance. Each of the HDC committee had 12-15 members which were democratically elected by the residents of these hamlets for positions such as cashier, chairperson, secretary among others.
 - Capacity building of the HDC and GP members micro level planning and DRR action built the local capacity and reduced external dependence. The HDC and the GP was also given the responsibility to monitor and maintain the boats as well as the WASH infrastructure that were provided. Monitoring and evaluation through the village level committees was a good way to ensure accountability and sustainability to a great extent.
 - As a part of sustainability effort at Panchayat Level, a Disaster Risk Reduction Community has been formed for oversight of all the activities. All the above processes made the DRR interventions community managed and community owned.
7. Incorporating cash-for-work activities helped to demonstrate how the PRIs can make use of government schemes like MGNREGA to improve people's disaster resilience next to providing income opportunities. Linking DRR activities with government schemes, such as, MGNREGA helped in implementing the activities more efficiently with less resources as well as creating a model for the government to replicate. As a result of this intervention for shelter and handpumps, 6010 labour days were generated with an income of Rs. 634,915 raised.
8. Involvement of the community in stakeholder analysis was very useful. The people knew where the barriers in claiming their rights were. Rapport with the identified stakeholders was established and their engagement in implementation and planning process was

ensured. This helped in terms of effective implementation of activities and ensuring long term sustenance through linkages.

9. Simple technology and association of community members as the integral part of the whole system strengthened the early warning system and helped the community to be prepared in a better and more systematic manner.

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Annexure 1

Criteria for prioritization of Villages for CBDRR programming

- 1) Consistent history of disasters like floods/ fire/ high winds/ earthquake etc. or human induced hazards
- 2) Geographical vulnerability:
- 3) District/ block fall in the earthquake seismic zone V/ IV; proximity to river/embankments; low lying area etc
- 4) Social vulnerability:
- 5) Poor housing condition
- 6) Low literacy
- 7) Economically weaker group
- 8) Limited/ no access to infrastructure –proper roads, hospital, schools, PDS etc
- 9) Hazard history of the village and the last disaster
- 10) Any changes in the pattern, type or occurrence of the disaster has been observed
- 11) What happened before the disaster?
- 12) What preparation was done?
- 13) What families like to protect?
- 14) Was any warning communicated?
- 15) What did people (families & community) do after receiving warning?
- 16) What precautions were taken?
- 17) What happened during the disaster?
- 18) What was the experience?
- 19) Who was most affected? Why?
- 20) What was the severity & duration of disaster like flood/ fire/ high winds/ earthquake?
- 21) What was the nature of destruction & extent of losses?
- 22) What was the nature & extent of mutual/self-help?
- 23) What happened after the disaster?
- 24) What did everyone do after the disaster /flood subsided?
- 25) How many deaths? How much damage to property and livelihood?
- 26) Who faced maximum losses and why?
- 27) What kind of help was needed? Did help arrive on time?
- 28) What kind of relief, efforts for rehabilitation & restoration of livelihoods from the government/ non-government?
- 29) What kind of difficulties was faced? Who had most difficulties? How were the problems solved?
Is it possible to change this situation? Who shall change it? How?

The community is then requested to decide on the ways through which the village can be better prepared to respond to the future disaster threat and they can bring a change in the situation.

Annexure 2

Checklist for community level preparedness – e.g.,: Community based flood preparedness:

VDMC nominates community members as flood preparedness task force members for the training on early warning, search and rescue, managing temporary shelters, first aid etc. Preparedness task forces manage the preparedness process with reference to 13 point checklist. Similar lists to be prepared by the facilitator for other hazards.

Checklist for community level preparedness

1. Prepare sex segregated data:
2. Prepare a detailed sex segregated list of household members in advance to avoid chaos during relief material distribution
3. Awareness campaign on various issues including safe drinking water, use of water purifier & ORS:
4. Prepare campaign plan
5. Orient Task Force members on campaign plan & equip them with required demonstrable items
6. Conduct the campaign
7. Mock-drill by task force on early warning, safe evacuation, search and rescue and first aid, shelter management etc:
8. Prepare a mock-drill plan and orient Task Force members on the mock- drill process
9. Invite community and block level officers for mock drill
10. Conduct mock drill
11. Identification of Shelter place and make appropriate arrangements:
12. Listing of vulnerable families who shall be displaced
13. Identify shelter place(s)
14. Assess the current condition of the shelter place
15. Prepare a layout plan of the shelter place
16. Make arrangements- Bamboos for shelter erection, drinking water, temporary toilets etc.
17. Meeting with families (to be displaced) for arranging polythene & bamboos for shelter.
18. Campaign for cleaning & preparation of shelter places.
19. Contact PHED, CO/BDO for installation/repairing of hand pumps & toilets at shelters.
20. Maintain emergency equipment"s:
21. Emergency lights, cutters, life jackets, first aid boxes need to be kept in state of readiness
22. Identification and repairing of government and private country boats
23. Request letter to BDO/CO for deployment of boats etc.
24. Preparation of Family Survival kit (FSK) and Safe keeping of all important documents and articles by individual families:
25. Awareness Campaign and demonstration of FSK (food for one week) and safe keeping
26. Monitoring - House to house visit to mark the houses who have prepared kit
27. Re- conduct campaign wherever needed to complete
28. Safe storage of food grains and fodder by individual families:
29. Awareness Campaign on safe storage of food grains and fodder
30. Monitoring - House to house visit to mark the houses who have completed and

- motivating others who have not undertaking this task
31. Hand pumps on raised platforms :
 32. List out defunct hand pumps, contact PHED/use local mechanic & get hand pumps repaired.
 33. Alternatively support in skill building for a community member for undertaking such tasks
 34. Health & Nutrition services especially for the vulnerable community member:
 - a. Pregnant women:
 35. Instruct ANM/ ASHA and AWW to prepare list of pregnant women
 36. Meeting with ANM, ASHA & AWC workers, prepare plan and stocking of medicines & DDKs
 - b. Pre School Children:
 37. Meeting with AWWs to prepare plan of action and stocking of essentials
 38. List of mothers of SAM/MAM on home based care
 - c. Old Persons/Sick Persons/People with special needs
 39. Prepare a List of Old Persons/Sick Persons/People with special needs
 40. Identify their needs and make plans in case of emergency
 41. Establish contact with agencies who would support needs of these people in case of emergency
 42. Establish Emergency Information & Resource Centre (EIRC) for early warning:
 43. Identify a building in the village to be used for EIRC
 44. Keep materials (mega phone, bleaching powder, tool kit, rescue kit, life- jackets etc) at EIRC
 45. Keep contact no. of rain gauge centers of CWC, Control Rooms, BDO, Tahisildar, etc..
 46. Prepare system on EW collection and dissemination
 47. Fix up duty of Task Force members on rotation system
 48. Vaccination of all livestock:
 49. Meet with Veterinary dept. for vaccination plan.
 50. Inform villagers regarding vaccination dates
 49. Distribution of ration and kerosene oil by PDS:
 51. Ensure that adequate supplies have been obtained by local PDS distributor
 52. Panchayat also makes adequate provision for pre-positioning of food material
 53. Ensure distribution of ration and kerosene oil before hazard season like Floods or cyclone
 50. Identity slips (name and address) for vulnerable groups especially children, sick and old people:
 54. Make identity slip for each children with their name and address details
 55. Make identity card with details of medical requirements for the sick and old people.

Annexure-3
Stakeholder Roles and Responsibilities in Community-based Disaster Risk Reduction

Stakeholder	Roles and Responsibilities
Disaster Management Authorities	
National Disaster Management Authority	<ul style="list-style-type: none"> • Develop guidelines for community-based disaster risk management approaches • Advocate for community-based disaster risk management approaches • Demonstrate innovative strategies for CBDRR by undertaking /facilitating CBDRR pilot schemes
State Disaster Management Authority	<ul style="list-style-type: none"> • Issue office order / amend State Acts to make provision for proposed Institutional mechanisms • Develop action plan and templates for community-based disaster risk management • Ensure that disaster management plans prepared by state departments provide for community involvement. • Recommend funds to be provided for disaster mitigation and preparedness measures by VDMC/LADMC/ULBDMC • Advocate for community-based disaster risk management
District Disaster Management Authority	<ul style="list-style-type: none"> • Issue office order to Panchayats for formation of VDMCs • Facilitate preparation of VDMPs • Advocate for and implement community-based disaster risk management measures • Set up Community Facilitation Centres to provide support to the VDMCs for preparation and implementation of VDMPs and the necessary capacity enhancement
Government Departments	
State and district-level line departments	<ul style="list-style-type: none"> • Work with VDMCs/ULBDMCs/LADMCs to develop Standard Operating Procedures for before, during, and after scenarios with respect to disasters

Stakeholder	Roles and Responsibilities
	<ul style="list-style-type: none"> • Integrate disaster risk concerns into all activities and ensure that they are implemented in a participatory manner • Support, engage with, and provide resources to VDMC/ULBDMC/LADMC to carry out disaster management activities.
Training Institutions	
<p>State DM training institute, State Institute of Rural Development, Red Cross and departmental training programs</p>	<ul style="list-style-type: none"> • Announce and conduct training programmes for VDMC and DM members at the community level. • Develop SATCOM based training programmes to reach out to large number of community members • Develop popular training material to be used by local resource persons
Private Sector	
<p>Industries and business establishments (micro, small and medium enterprises)</p>	<ul style="list-style-type: none"> • Include DM activities in their CSR plans in consultation with VDMCs • Proactively reduce disaster risks with respect to business activities
People's representatives / Community-level Institutions	
<p>Members of Parliament , Members of Legislative Assembly, and other elected representatives</p>	<ul style="list-style-type: none"> • Advocate and provide policy support for community-based disaster management initiatives. • Manage political and administrative issues to ensure the smooth operation of DM activities • Coordinate with block and district authorities

Stakeholder	Roles and Responsibilities
Schools and School Management Committees	<ul style="list-style-type: none"> • Generate awareness of school community's role in disaster management through disaster education programmes • School level task forces could be used for rescue, first aid and relief support (with respect to school setting) • Teaching staff can be useful for coordination work and documentation • School premises could be used for emergency (short term) temporary shelter. Kitchens can also be used to run community kitchens and provide storage for cooking utensils and food items.
Public Distribution Centre (Fair price shops)	<ul style="list-style-type: none"> • Setup special mechanism to ensure that food supplies are not disrupted and discontinued
Pani/Jal Samiti (Water Committee)	<ul style="list-style-type: none"> • Generate awareness on water use and management • Promote equitable distribution of water • Build a data bank of water sources and facilities for carriage and purification • Provide water and sanitation support in emergencies • Promote personal hygiene and cleanliness
Primary health care and sub- centres including ASHA	<ul style="list-style-type: none"> • Develop measures for continuity of health services including delivery of services at the time of disaster • Provide first aid care and follow-up medical support, establish health camps, and prevent epidemics
Anganwadi	<ul style="list-style-type: none"> • Provide special care to pregnant and lactating women • Provide nutrition and health care services to children, and psycho-social and trauma support to survivors
Credit cooperative / Multi-purpose cooperative banks	<ul style="list-style-type: none"> • Provide credit facilities and promote soft/long-term loans during and after emergencies
Cattle Pound(<i>needed to be checked if concept of animal pound exist in India</i>)	<ul style="list-style-type: none"> • Provide precautionary veterinary care for animals (for example immunisation) as well as fodder storage and supply facilities

Stakeholder	Roles and Responsibilities
	<ul style="list-style-type: none"> • Coordinate animal care actions with veterinary doctors and para-veterinary workers
Religious groups	<ul style="list-style-type: none"> • Gain skills in emergency rescue and relief work • Crowd management in events of mass gathering • Provide premises as relief centres and storage facilities • Provide trauma and psycho-social care as well as spiritual support • Ensure that exclusion is not practiced
Self Help Group	<ul style="list-style-type: none"> • Plan and monitor disaster services • Provide micro- credit to women, relief support, specialised emergency care for women and children, and post-disaster livelihood recovery support
Yuvak Mandals (Youth Clubs) including Nehru Yuvak Kendras	<ul style="list-style-type: none"> • Gain skills in rescue, evacuation and relief services • Crowd management in the events of mass gathering • Promote general awareness in the community for disaster preparedness • Volunteer support in emergency services • Coordinate with other villages and youth
Cultural groups	<ul style="list-style-type: none"> • Awareness building for disaster preparedness
Veterinary Clinics	<ul style="list-style-type: none"> • Undertake precautionary health care measures such as vaccination for animals • Provide emergency shelters for animals
Mason and Artisan group	<ul style="list-style-type: none"> • Promote awareness in the community about safe constructions • Conduct safety assessment and audits of houses and buildings • Train construction workers in the community in safe housing techniques • Provide technical inputs into emergency construction • Monitor construction work in the villages
Milk Cooperative	<ul style="list-style-type: none"> • Provide animal care, food relief, and storage facilities
Association of	<ul style="list-style-type: none"> • Provide logistical support to panchayats and

Stakeholder	Roles and Responsibilities
Traders/Vyapari Mandal	agencies for procurement of relief goods, transportation etc, <ul style="list-style-type: none"> • Monitor illegal price escalations, stocking etc. during emergency.
Women representatives from Panchayat	<ul style="list-style-type: none"> • Assist and advise panchayat members on matters related to women needs, gender justice etc.

DRAFT

Process followed for preparation of guidelines:

The objective of the National Disaster Management Guidelines on Community based Disaster Risk Reduction is to spell out the role of communities in all phases of Disaster Risk Reduction and strengthen the existing mechanisms for community organization. It also attempts to outline the roles and responsibilities of stakeholders and provides a framework for mainstreaming CBDRR processes.

- 1 NDMA constituted a National Core Group of Experts to formulate the Policy Guidelines on CBDM. The Core Group underwent 6 core group meetings and several sub-group discussions to detail the operational framework for the said Guidelines.
- 2 Five subgroups were formed to put content for each of the chapters of the said guidelines.
- 3 The first draft of the guidelines was circulated electronically and through hard copy to all relevant stakeholders which included nodal ministries, States, NGOs, Academia. The draft guidelines were also put on NDMA's website.
- 4 Detailed comments were received from Planning Commission, Ministry of Urban Development, Ministry of Home Affairs, some of the states and other stakeholders which were incorporated in the draft guideline.
- 5 NDMA hosted a National Multi stakeholder Consultation in New Delhi to take feedback from stakeholders on the draft guidelines which was attended by MHA, MoUD, Rural Development, Housing, Panchayati Raj, Environment and forest as well as Secretaries and Relief Commissioners from the Revenue and Disaster Management Department of States, International and National NGOs and UN Organisations. The overall content of the said guidelines was broadly agreed to at this consultation.
- 6 The draft guidelines were presented at the NDMA formation Day.
- 7 The revised draft guidelines were put on NDMA's website to seek comments.
- 8 These draft guidelines underwent further revision and updation to align with Sendai Framework for DRR and National DM Plan 2016.
- 9 Relevant case studies were also included on CBDRR in the guidelines from various NGOs/ field practitioners.