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UNCRD

Community Based Disaster Management

Concept to Reality

Proceedings of ACTAHEAD
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Community Based Disaster Management

Concept to Reality



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Team

Workshop Organizing Team

SEEDS

Anshu Sharma
Manu Gupta
Gargi Tewari
Nupur Anand
Rupali Bajaj
Shivangi Chawda
John Edwards
(America-India Foundation Fellow)
Chandra Bhakuni
Dinesh Anand

FES

Rajeshwar Dyal
Vinoo Horn

UNCRD

Rajib Shaw
Yuko Nakagawa
Koichi Shiwaku

NCDM

V.K. Sharma

UNDP

Kamal Kishore

Workshop Advisors

Kenji Okazaki
(UNCRD)

Terry Jeggle
(ISDR)

Samy Jegillos
(IDRM)

Workshop Proceedings Editorial Team

Rajib Shaw
(UNCRD)

Anshu Sharma, Manu Gupta, Gargi Tewari,
Rupali Bajaj, and Shivangi Chawda
(All from SEEDS)

A grayscale photograph of a conference room. In the foreground, a woman with short dark hair is seated at a long table covered with a white tablecloth, looking towards the left. The table in front of her has a nameplate that reads 'SONYA E.', a glass of water, and some papers. In the background, other people are seated at the same table, also with nameplates and glasses. The word 'Contents' is printed in a large, bold, black font across the center of the image.

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Preface

Community Based Disaster Management (CBDM) was proved to be an important tool to bring the disaster related activities at the grass-root level. However, it was observed that in most cases, it is practiced in isolation. To achieve sustainability in CBDM activities, it is needed to have a holistic perspective. To understand the needs and challenges of CBDM, Friedrich Ebert Stiftung (FES), Sustainable Environment and Ecological Development Society (SEEDS), and United Nations Centre for Regional Development (UNCRD) organized a three-day international workshop in Manesar, India. More than forty CBDM practitioners from seven countries participated in the workshop, discussing three core issues: Cooperation and Capacity Building, Sustainability and Up-scaling of good practices, and Defining Policy Framework. Thus, the overall goal of the workshop was to arrive at policy framework for reaching safe practices to the most disaster threatened communities.

The workshop was divided into three parts: a few plenary presentations, which included the keynote speeches on three key issues, mentioned above, sharing of experiences of Orissa, Gujarat and Bhopal, which underwent both natural and man-made disasters. The second part of the workshop was the parallel group discussions on the three key issues: Capacity Building, Sustainability and Policy. The third part of the workshop was three creative workshops, based on practical experiences.

This book summarizes the discussion and presentations in the workshop. The book is divided into four major parts. The first part describes the background and goal of the workshop, and the summary of three keynote presentations. This part includes Chapter 1 to 6. The second part is the experiences from the field, which is summarized in Chapter 7. Orissa, Gujarat and Bhopal were three case study experiences. The third part contains the group discussion and future proposal, which are in Chapter 8 and 9. The last part is the summary of the creative workshop (Chapter 10).

This workshop has made a modest start of the long-term process of integration of CBDM in policy issues. Cooperation and commitments of different stakeholders will be necessary to bring this issue from concept to reality. As a concrete measure, an international advocacy group for CBDM is proposed, which will lobby in different levels to raise awareness on the importance of incorporation of CBDM in the policy issue. Practitioners, professionals, government, non-government and international agencies are the potential reader of this book. We hope that they will find this book useful and informative.

1. Community Based Disaster Management: Background

A number of Community Based Disaster Management (CBDM) projects are coming up in different parts of the world. Some of these have worked well while others represent good constructions of success stories. Almost in all cases, the successes have been driven by outside players. While there is growing body on knowledge on CBDM, the successful cases barely scratch the surface of the needs of the vulnerable communities.

1.1 The Workshop

ACTAHEAD, a three-day International Workshop on Community Based Disaster Management was held in Menesar, India. Participants from six countries as well as top practitioners from all over India met to discuss the issues, aiming at improving safety practices in the most disaster threatened communities.



ACTAHEAD is not an isolated event but it has been in succession from the efforts undertaken for CBDM. It is an attempt to suggest a process of integrating CBDM with larger development and governance framework without losing its *"small is beautiful"* essence.

The workshop in December was a successful learning experience. We have been celebrating our small successes and we have been learning from our small failures. There has been a felt need of taking it beyond – to be recognized in the strategic planning process and build capacities that further strengthen it. In that sense, this workshop perhaps for the first time brought all the CBDM at one place to see how to put all of the energies together and make the whole system recognize, enable and work for CBDM.

The discussions in the workshop were aimed at finding answers to questions such as:

- ✓ Does CBDM really work? If so, what are the critical elements for its success?
- ✓ Are successful experiences really transferable or replicable? Or is it very context specific?
- ✓ Is CBDM a panacea to the problems of social, economic and physical vulnerability?
- ✓ How do community based approaches link with local governance issues? Who takes the initiative?
- ✓ Who are the real target groups of CBDM? Are we considering inequities within the communities?
- ✓ Do we need to build a community of CBDM practitioners?

The workshop participants actively responded to these. The discussion far exceeded the scope of these questions. New milestones were achieved in so far mainstreaming CBDM is concerned.



2. CBDM: Approach and Direction

In order to make CBDM an accepted and recognized process for disaster management, intervention is needed in three broad areas:

- ✓ **Co-operation & Capacity Building:** Experience shows that Disaster Management being multi-disciplinary in nature requires wide-ranging inputs from government, non-government, international agencies, universities and other specialised institutions. Recent examples of healthy cooperation between agencies in India and elsewhere in Asia have led to remarkable results. Cooperation has yielded not just better results for the community but also enabled institutions to build on their own capacity based on the experiences and expertise of the organisations they have partnered with. Cooperation and capacity building among various stakeholders working at the grassroots would provide the most effective enabling mechanism for any policy that is formulated.
- ✓ **Sustainability and up scaling:** There have now been far too many good practices that have taken place in the disaster vulnerable regions of the world. However, most of these good practices have remained confined to their local communities only. Their potential in influencing attempts to reduce vulnerability in other parts of the world is enormous especially since regions that face similar disasters threat have similar vulnerabilities and capacities. Lately, various documentation attempts by the international agencies including the United Nations International Strategy for Disaster Reduction (UN-ISDR) and brought them into the global centre stage. However, this is not enough. In order to replicate good practices widely, identifying factors that can make such practices sustainable and scaleable are necessary. A discussion on sustainability and up scaling of good practices from various communities of Asia and other parts of the world is the core of the policy framework.
- ✓ **Integration of policy issues:** In large countries such as India, recent disasters have strengthened the need to define a national policy management of disasters in the country. Existing developmental policies are also being re-examined to incorporate disaster prevention and preparedness. However, there has been limited debate on the content and thrust of these policy initiatives. How can the policy enable transfer of good practices and research to the most threatened communities? Incorporating grassroots experiences within possible constraints would provide real substance to the national policy.

The Actahead workshop was structured to include interactive sessions including group discussions, creative and informal sessions, which provided a medium to share experiences. The emphasis was not on discussing what has been done or being done but on what can be done henceforth. The schedule had presentations by some distinguished guests followed by three parallel group discussions on the topics stated above. Towards the end, a wrap up exercise brought the three groups together. The findings were presented by the chairs of the three groups. The final session of the workshop discussed possible steps the assembled gathering could take up for further promoting CBDM in their respective countries and regions.

The workshop also comprised three creative workshops. The workshop on 'A picture worth a thousand words' by Sangeeta Bhalla was organized where the use of audio-video aids in the development projects was explored. Often good experiments and experiences are carried out and forgotten, a pre-designed audio/video documentation system can make a huge difference in dissemination and replication of useful work in the field.

Architects and engineers, who have worked on projects implemented by SEEDS, shared their experiences of working in the field. In particular, they shared the challenges they faced in dealing with communication issues with the community.

There was also a pottery making session conducted by Moosa Sadr, who has founded a Potters Society for women, 'House of Women Potter and Ceramics'. All the participants tried their hands on making pots and other pottery items and refreshed themselves.

'SEEDS at work', was the theme of a special exhibition set up at the workshop venue. The exhibits profiled the work done by SEEDS at community level in various parts of India.



3. CBDM: Goals

India's national disaster management policy has been moving towards a community based and prevention/preparedness orientation. This has been felt strongly both by government as well as people. Crisis management can no longer be the only way. Precious lives and property are lost in natural disasters, and much more is spent in recovery and rehabilitation than it would be in mitigation. Suitable policies are needed to incorporate the paradigm shift in mainstream development. (*Welcome Address, Rajeshwar Dyal, Friedrich Ebert Stiftung*).

An important consideration while promoting community level activities would be to address the huge gap between academic knowledge and practical information for the decision makers and ordinary people. The evolution of technology in this context should be aimed at developing our societies. One such recent example has been of the *Patanka Navjivan Yojana* (PNY), which was a flourishing joint venture of prominent non-government, government, and international organizations working in the field of Community Based Disaster Management. An important area of intervention would be schools. (*Introductory Remarks, Kenji Okazaki, Coordinator, Disaster Management Planning Hyogo Office, United Nations Centre for Regional Development*).

The intention is to have community based models deliver better results on longer duration with lower investments. On this line the three basic aspects of CBDM that need to be addressed are: 1) cooperation and capacity building, 2) sustainability of community based initiatives and 3) integration of policy issues. (*Introduction to Workshop Goals and Objectives, Anshu Sharma, Programme Director, SEEDS*).

"Vikas aisa ho jo aafat se bachaye; Vikas aisa na ho jo aafat ban jaaye" (development should be such which prevents disasters, not something that becomes one of its causes). (*Keynote Address, Anil Sinha, Head, National Centre for Disaster Management*). Disaster Reduction has to be mainstreamed with development process. In India, beginning has been made with a special chapter on Disaster Management. Approaches towards safer development are included in the Five Year National Plan Document prepared by the Planning Commission and it is expected that the 12th Finance Commission of the Government of India too would address long term issues of disaster prevention, mitigation, reduction & preparedness through institutional systems of funding, financial arrangements at the national levels, linkages & devolution to the states.

Disasters know no boundaries. They strike the rich and the poor alike. *"There is no level of country as such, we all belong to developing countries for many years to come and it is critical challenge to work together to mitigate natural disasters"* (*Keynote address, Tsuneo Katayama, President, National Centre for Earth Sciences and Disaster Prevention, Japan*)

"One has to be a learner all through his life". Real life experiences stimulate our actions and we tend to uphold preventive measures accordingly. Besides, CBDM has an important strength to it, that it represents public opinion. For the present



day decision makers who are part of the political system, the opinion of the community is most important. "Not even a single rupee has been invested in any irrigation projects from last so many years" and we hold responsible lack of rains for the drought, "with this kind of commitment drought protection cannot come up". NGOs thus have the enormous task of creating public opinion. (Chief Guest Address, Shri Som Pal, Member of Planning Commission)

"When everybody stands up and works together for a shared goal, true unity and strength upon this is an eternal and unchanging principle- Daisaku Ikeda"

Many unique and successful practices in CBDM have now been identified. It is time to bring them together, so that we can all learn common lessons on promoting and making it even more effective. **Actahead** is an initiative to make this happen. (Vote of Thanks, Manu Gupta, Programme Director, SEEDS).

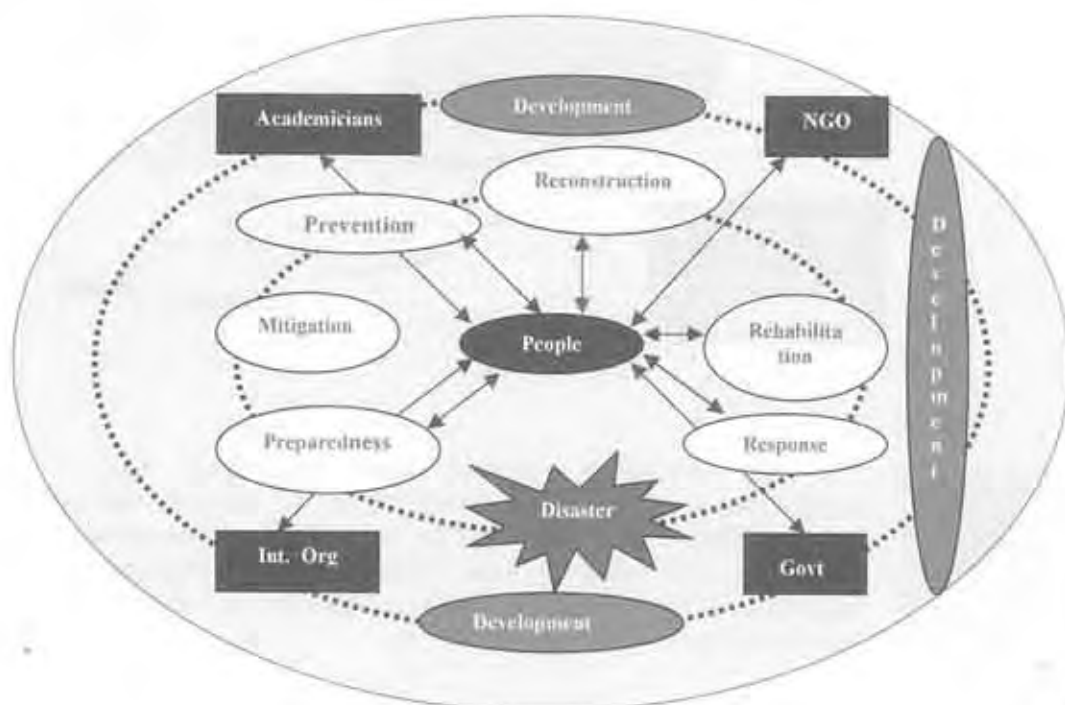


4. Cooperation and Capacity Building in CBDM

Rajib Shaw, *UNCRD*

In Cooperation and Capacity Building at Community Level, the foremost task is of understanding the meaning of community and cooperation. For different people, the concept of community is different, ranging from it being a village, a cluster of village, or a district. For some, even in a village there are different types of community, based on religious or cultural issues. Cooperation among different stakeholders starts from preparedness, mitigation, prevention, reconstruction, rehabilitation & response and then there is bigger cycle which leads to over all development. There are different stakeholders involved in the entire process starting from the NGOs, the governments in different levels (national, province, district, and village levels), international organisations and the academicians. People/community are located in the core. However, there is one thing that is certain, that community is a unit of the society who is living there. Cooperation is the synergy of different organizations or agencies to achieve a single goal, which can be theme-based, project-based, item based or area based.

Figure 1. Disaster Cycle and Development



While looking at risk management, there are three different stages: **perception, assessment and mitigation of risk**. In CBDM, risk perception is very important at all levels i.e. the local resident, NGOs, the donors, should have a perception of the risk. It helps in leading to awareness and education about the possible threat from the risk. Risk assessment is a more of technical word and rather is the responsibility of so called academicians or professionals. This is to quantify the risk in that area or to quantify the risk in that community which aids in mapping its vulnerability. The last step is in risk mitigation, which focuses on policy level decision-making, and it is a collective effort. The community, government and NGOs have a collective responsibility and need of collective effort, which ultimately leads to cooperation & capacity building. This concept is universally applicable since it is non-scale and can be used at community, village, district or even at national policy level. The entire process results in capacity and institution as well as confidence building at the local levels.

Figure 2. Risk Management



The risk management approach occurs at different stages, starting from establishing context which includes identifying what are the local needs and priorities. This is followed by identifying their risks and assessing and evaluating, leading to risk reduction. The entire process requires communicating and consulting with all the stakeholders involved including common people, government etc.

Apart from this, we need constant monitoring and review mechanism in place to measure the progress made in CBDM. This is rather simplified way of thinking this risk management, what we call TQM – Total Quality Management in Disaster Reduction. TQM concept was incorporated by Japanese automobile companies

"The term capacity building generally gives an impression of starting from the beginning but in any community there are some existing capacities"

"instead of capacity building we should be saying capacity enhancement."

like Toyota, Nissan etc. back in 1960s, They tried to understand that to make the quality control of automobile, you need 4 steps – Plan, Do, Check & Action. Therefore we need to now address, how this Risk Management Approach and TQM can be a part of this Disaster Reduction? Professionals and governments at various levels usually do planning (Plan). Then the implementation (Do) is done by the government, entrepreneur and the civil societies, while Check – is again the professional, education society and civil society's initiative. Lastly, the government does the part of Action.

The main issues in capacity building are identifying the target groups, (which would comprise of national and local government, local CBOs and NGOs, and local communities), sustaining the capacity building initiative and its integration in policy issue. But the most interactive stakeholders are the people. We have seen that there is a NGO consortium in Gujarat like *Abhiyaan*, and we have found that they are playing very good role to bridge the gap between government and common people and government and international organization. The experiences of NGOs are valuable and the policy aspect on to the long run recovery project should incorporate these aspects.

The term capacity building generally gives an impression of starting from the beginning, but in any community whether it is urban or rural, developing or developed country, there are some existing capacities in the community, i.e. their local culture or local tradition, which are very important for disaster management. Therefore, instead of capacity building, we should term it capacity enhancement – it is rather that how to enhance their already existing capacity to a better stage. But the question that emerges is- who is the owner of this capacity building or training issue – is it the national govt., the local govt., is it UN organisation or NGO or is it the local people? We have found that so long we don't give this ownership to local community, the process is not sustainable. To build confidence among the local people, to have this technology, to use this technology into the process, are important things and those are all linked to training & dissemination. Based from the past experiences, the following aspects should be looked into:

- ✓ Involve people in the process of rehabilitation
- ✓ Give the ownership of the problem and solution to the community
- ✓ Build confidence among the people for safer technology using traditional materials
- ✓ Training and wider dissemination

Patanka Navjivan Yojna (PNY) is one of the most successful CBDM practices and is a good example of cooperation and, capacity building, which we have undertaken in partnership with NGOs Kobe, GSDMA, Gujarat Government, EDM, NSET and SEEDS along with various other stakeholders in the Patan District of Gujarat, India. It is the community-based project on rehabilitation of a model village in Patanka. Important features are:

- ✓ The project is owner's driven where a part of construction cost and labour is provided by the owner

- ✓ It has led to safer houses and sustainable livelihood. The construction process has created a guild of trained masons of the villagers. The farmers whose livelihood was destabilized due to drought have learnt the skill of earthquake resistant construction by building their own house, assisting their masons, and participating in the mason training workshops. This has created employment opportunities for these villagers, who can use it as the means of livelihood.
- ✓ Shake table demonstration testing has led to increase in awareness regarding safer construction practices.
- ✓ Sustainability and formulation of a model for future post-disaster rehabilitation program: The project is made sustainable by the fact that it focuses on investing in people's knowledge more than the physical infrastructure. The process of neighbouring villages taking interest in the happenings at Patanka has already started.

Holding community planning meetings and GO-NGO meetings ensured participatory decision-making, and ownership of the initiative established the project context. Retrofitting and reconstruction of model houses was undertaken to raise awareness about safer building practices and promoting their usage. The entire rehabilitation process was carried out in three different stages:

- ✓ Establishing the principles and planning: to be certain on strategies before going to the field
- ✓ Need assessment: to know how to work in field and device means to enhance capacity building and leading to joint implementation by involving people.
- ✓ Sustainability: how you really incorporate this rehabilitation initiative in the development process and how you enhance the sustainability because these external agencies would not be there forever. The challenges are: how the local community can take this initiative by themselves and how we can transfer this ownership to local people.

So this EXIT policy of the NGOs is a very challenging issue and we have not found any concrete solution— whether there should be a small mason's guild in the local village or there should be a small CBO or it should be the village government— means who should do this and how should they do this — and that lead us to think about sustainability in CBDM issue. But most important is that it should not be thought in an isolated manner, there should always be cross cutting interaction.

5. Issues on Sustainability in CBDM



Sanny Jegillos, *IDRM*

Sustainability leads to the assumption that there are many activities on-going in the area of capacity building and co-operation, and in the community to be involved in Disaster Management. If we have been doing CBDM, which was first introduced around five to six years back in 1995-96, then the question, which emerges, is that how are we to sustain these efforts or achievements? There are many examples that we feel confident about achieving some progress in CBDM. However the question remains if the external intervention is phased out then what would be left at the Community level. Therefore the issue of

sustainability is of prime importance. But, it gives me lots of discomfort to talk about sustainability especially when the fundamental issue of 'whether we have done enough' has not been responded to, and we are instead talking about phasing out or in other terms sustainability.

We are all learners in this work, particularly in the issue of sustainability. I guess my contribution in this meeting is to provide you some experiences on the work that we have been doing in Disaster Management. In 1994, I was given the opportunity to pioneer the Community Based Disaster Management Course while I was working with Asian Disaster Preparedness Centre (ADPC) in Thailand and since then I have been involved in CBDM. Now after five or six years, we need to analyse what then can be done to sustain CBDM. So my role in this conference is to provide some experiences, some of the key issues on the topic. Therefore the objectives of this session can be delineated as:

- ✓ To identify the key issues of successful community-based disaster management,
- ✓ To formulate the strategic framework and guidelines for sustainability,
- ✓ To disseminate best practices, lessons and know-how of successful community-based disaster management

What then are the key issues for successful CBDM so that we can look at formulating strategic framework and guidelines for sustainability and hopefully if we are confident enough with the confirmation that we have generated to disseminate it widely. At present a six-country study to investigate the factors that contribute to success of sustainability, to look at the factors that contribute or inhibit the success of sustainability in CBDM is being undertaken by UNCRD. In the study the main focus is on the three major natural hazards – hazards of Cyclones, hazards of Earthquake and hazard of Floods & UNCRD is cooperating with various counterparts in these countries.

Table 1. Various Partner Agencies

Cyclone	Earthquake	Floods
India: SEEDS	Indonesia: ITB	Bangladesh: CARE, Bangladesh
Philippines: IDRM	Nepal: NSET	Cambodia: Cambodian Red Cross

It has been already reminded time and again that sustainability is not a stand-alone issue but is related to our ability to put together good policy framework and capacity building efforts. Our focus is on the three important issues, namely: the level of community cohesion & factors that contribute to community cohesion, the level of community participation & factors that contribute to community participation & how this cohesion and participation would contribute to the impact of the project of CBDM to the community. Sustainability has to be integrated with policy as well as capacity building initiatives.

Figure 3. Sustainability: A crosscutting issue



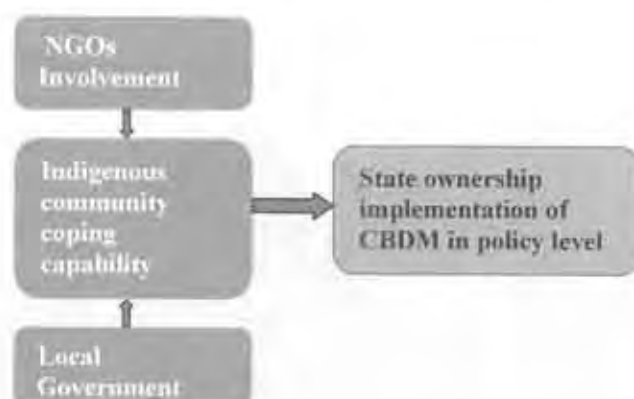
The most important starting point of CBDM is the indigenous coping capability of the community. While working in Bangladesh this year, I was asked to design the program implementation details of large program called CDMP – Comprehensive Disaster Management Program. Community based approach is the backbone of their future strategy. One of my Bangladeshi colleagues apprised me that CBDM is not really new for Bangladesh, because even before this State was invented 200 years ago the responsibility of Disaster Management are laid in the hands of the community and then when the State was invented, it took the responsibility and the management approach for Disaster Management. In 2002, the strategy has now returned back to the original stage of Community based Disaster management. So we are giving back the responsibility to the community on Disaster Management. I think that, this is a very important realization that communities have had indigenous coping mechanisms. I have been working for past one and half years in Cambodia which is flood prone country. There is an area near the Mahcom River in Kempuchang, a province few kilometers north of the capital Phnom Penh. Many people live in rivers themselves that is during the

"The starting point for sustainability would have to be how well do we understand community coping mechanisms... our role is to strengthen this coping capabilities... if we fall in to the trap of replacing the coping capabilities, there will be a big question mark on sustainability."

dry season. During the flood season though, going to the same area the community themselves have adapted to a different situation of flooding – the water goes up – their houses also goes up – they cope with the situation themselves. Similarly in Laos, during dry season the mouth of a tributary of Mahcom River, the communities grow plants, vegetable & crops is the riverbanks. During the flood or wet season in the same area, the same families would engage in different livelihood, which is fishing.

Looking at the examples above, leads to the conclusion that the starting point for sustainability would have to be how well we understand community coping mechanism. Therefore our role is to strengthen this coping capabilities if we fall on to the trap of replacing the coping capabilities, there will be a big question mark on sustainability.

Figure 4. Interaction of various stakeholders in CBDM



However we know from our psychological understanding that individual, households and families also have their blind spots, they have coping capabilities, but there are other aspects that they do not understand about disasters and hazards and this is why NGOs, Government become involved. NGOs become involved in post disaster situation and local government more particularly getting more involved in CBDM. So at one stage we must recognise that communities have coping capabilities, they understand their environment, on the other side there are also vulnerabilities they may lack awareness on hazards.

So what we see infact is from where we were before like two hundred years back to indigenous coping capability. We see more & more NGOs and local government's involvement and future directions of CBDM and that is why sustainability is being discussed, as we are moving towards state ownership & implementation of CBDM with policy framework trying to support it. Like in Bangladesh the backbone of the Comprehensive Disaster Management Program as 75% of it is based on CBDM. Surprisingly in Vietnam, which is a centralised

social state, has now embraced CBDM at policy level and that becomes to be an issue because sustainability becomes an NGO or Government or an agency issue.

Therefore, we can list some general issues while concentrating on the issue of sustainability:

- ✓ To find out the essential factors for community cohesion
- ✓ To analyse the current level of community participation
- ✓ To study the impact of the initiative and or project (CBDM) to the community

But these basically are the questions we have to pose to ourselves, what are the indicators of sustainability? What have we seen in case studies in terms of participation, cohesion, perception, change in capacities, reduction of vulnerability, improvement of partnership – the stakeholders and the ability of the community to mobilise and act.



6. Integration of Policy Issues in CBDM



Kamal Kishore, UNDP

In disaster management, we need to deal with risk. It is important to understand the whole notion of risk and construction of risk, how disaster risk accumulates in the society, how society deals with risk and how the process of accumulation of risk is changing and how it has policy level implications, how it is becoming more & more important, that the work that is done in arena of disaster management is closely linked to the issues of governance, to the issues of program design, policy design.

Popularly we call disaster risk as a condition, which implies the interaction in time and space at different times and space, skills of hazard & vulnerability factors. So in any disaster the damage losses that we see are a function of damage not only the physical phenomena that happens but also the kind of vulnerabilities, the social, economic & political systems have in a particular situation. Ten years ago, there were books published on Disaster Management that presented much over used and abused equation of

$$\text{Hazard} \times \text{Vulnerability} = \text{Disaster Risk}$$

And then there were improvisation later on. Some people added the factor of *exposure*. And we said that the essential problem is treating hazards & risks, where to a great extent, hazards were taken as constants, like earthquake is an earthquake, flood is a flood and you just treat vulnerabilities, but nothing like natural hazards. Most hazards are now tending to become socio-natural hazards except perhaps earthquake. For e.g. in *Kalimantan* in Indonesia, a rainfall like 125 mm within a span of 24 hours was a normal thing. It never made headlines, now 100 mm rainfall causes big flooding there – so there is something really wrong with the way development has happened there, which has exasperated the impact of same natural phenomena. So flood in that case is no longer a social thing, it is socio-natural thing, that is the shift what is happening.

The whole approach in disaster management sort of assumes that lot can be done at the Community level. We can treat hazards vulnerability. But in this Global world, what is seen is that lots of risk is accumulated because of actions taken in some other places. In a sense, there is a famous social scientist Dr. Michael Blanch, he says-

"Every body lives down streams these days".

We are affected by actions taken somewhere else. The whole debate on climate change, emissions take place in totally different parts of the world, but these impacts are felt here. In this context where accumulation of risk is becoming more & more complex, we are assigning responsibilities or we are assuming that the

responsibility must be at the local level, that linkage between local & global becomes very important and it is within that context the whole debate of CBDM really needs to link up with. The rationale for this linkage is that the communities do not only face disaster risks, the risk is an everyday process. They actually play off one risk scenario against another risk scenario. As a poor person, I may not be bothered about a flood which might happen next season, my first risk to be managed in development field, my dinner or lunch, how do I ensure that - how do I secure that - essentially if we really want to manage those longer term risk, then it has to be situated firmly within the development context. When we start talking about the whole range of developmental issues whether we like it or not, in most cases government is the eminent domain, a lot of work really happens because it has legal backing, policy backing, it has capacity to generate the revenue, so and so forth. So if we really want to situate the whole issue of Disaster Risk Management, it has to be placed firmly within the development context. That is the rationale for linking up with the local government.

Another point which keeps coming up in Disaster Risk Management is not with the Disaster Managers, its with everybody and most of the problems when they are analysed, are with the institution that they tend to work very sectorally. People working on environment issues, environment departments are totally different then people working in disaster management even when the issues are quite closely interlinked. For e.g. in Indonesia, for dealing with forest fire issues, there are two Ministries looking into the matter i.e. Ministry of Environment & Ministry of Forestry. In 1998 example again from Indonesia, people working in food production/crop production directorate were totally different from people managing the food logistics, so while one department is forecasting a higher production in next season, the other department is actually planning in the import based on the figures of the last season. But when we start looking at these issues within the issues of governance at the local level, it is the same entity, the cross-sectoral integration really effectively happens at the local government level, a block development offices or the village government has to deal with all issues. Its just one life - there is no water resources department, and agricultural department, food distribution department - its just all one. So if you really want to promote cross-sectoral approach, the linkages with the local government are very important.

Then is the question raised several times is that planning should be participatory, it should be very locally oriented and is the regional planning dead? If the communities do everything - what is the role of regional planners? I think regional planning is not dead. Its being mentioned during this workshop that there are blind spots, that each individual or community might have, we might work very effective at the community level and say a community decides to built a check dam or built a culvert to protect itself against floods but any action taken at the local level have implication upstream and down stream. So we still need regional planning bodies, mechanisms that bring together all this. It has to be combination of bottom-up and top-down.

"We are affected by actions taken somewhere else. In this context where accumulation of risk is becoming more & more complex, the responsibility must be at the local level. linkage between local & global becomes very important and its within that context the whole debate of CBDM really needs to link up with."

7. CBDM: Real Challenges

7.1 Experiences in Orissa

(Editors Note: On the 29th of October 1999 – A devastating 'Super-Cyclone' struck the coastal belt of Orissa, India. The loss to life and property was immense. Orissa's post cyclone rehabilitation has been among the best in India providing many useful lessons for successful CBDM practices)



Aurobindo Behera, OSDMA

It is rightly said that it has become a fashion to talk about the CBDM, but referring to Prof. Katayama's presentation, we need to discuss 'do you really understand the community?'. Do we really communicate with the community, or are we speaking for the community, which we do not understand? Which raises the question— does the community really exist, how do we define the

community, can we really make things participatory in the present kind of a climate where there is increasing tendency of centralization and the system that do exist and which are being envisaged at the macro level, they are all authority based – Command – Control types of systems. At times one feels that whether there is any kind of faith in the community at all at our different levels of decision making i.e. at national, state or even international level and so on. In fact when we talk about community based systems we are actually talking about participatory systems, where people participate, people take a significant role in deciding their own destiny and this is a process which we have over a period of time deliberately retrofitted by our accents at political level or govt. level. There is no real trust, which is reposed in the community. There is no political support for the Community based approaches.

In Orissa, most of the frustrating things have been that the CBDM initiatives got little political support, which is very critical for sustainability.



Even though we have democratic political systems of local governance and Panchayati^{*} Raj institutions, the question is that do we believe in this system. After the Panchayati Raj system has been given constitutional status and constitutional amendment has been made, it was thought that Panchayati Raj system and local governance will become vibrant. But today I do not think it is with an exception in a few states like Kerala, West Bengal, and Karnataka. In Orissa, Panchayati Raj institutions in fact are a frazzling kind of institution and do not have capacity to do much in their own areas of operations. Still Panchayati Raj cannot be wished away, when we consider sustainability, when we consider people's participation at the micro level, we will have to take into consideration Panchayati Raj institutions, but again there is hardly any political support at the moment for empowering Panchayati Raj's institutions.

After the Super Cyclone of 1999, one of the lessons we learnt was that Panchayati Raj did play a very important role in relief distribution. When the large quantities of relief were being received, this could not be distributed without their help. But in the rehabilitation & reconstruction phase they played less important role. In fact for sometime they were involved in identification of the beneficiaries for housing and also construction of houses under the government sponsored anti – poverty programs, so largest number of houses are being constructed under rural development funded poverty alleviation program in Orissa. About 700,000 houses are under construction and about 500,000 houses are completed. I would like to remind the distinguished gathering here that about 2 million houses were damaged in the Super Cyclone and out of that more than 700,000 houses were totally damaged. There was no sign of these houses, they were totally collapsed, so house building grant was given. It was one of the very important interventions in terms of housing, but at no point of time it was envisaged that all 700,000 houses would be constructed.

Panchayati Raj Institutions were playing a role, they were asked to make payments to the people at different stages of construction, but when the new government came, it did not have faith in Gram Panchayat and it was directed by the Government that the Gram Panchayat should not disburse money. So this was diluted, the responsibility that Panchayat were learning to shoulder, they had to stop half way. So Panchayati Raj systems involvement in rehabilitation, livelihood, and restoration and in reconstruction program was minimal.

Similarly when we took up the reconstruction of school, health institution reconstruction, the Members of Legislative Assembly were consulted but members of Panchayati Raj institution were not consulted, Members of parliament were informed of what was going on, they had right to ask but members of Panchayati Raj Institution had no right to ask. So there is very little support to Community Based approaches and Panchayati Raj Institution based approaches and also in the role of the community based organisations, self-help groups and even NGOs. When we talk of community based approach to disaster management,

"At times one feels that whether there is any kind of faith in the community at all at our different levels of decision making. There is no real trust, which is reported in the community. There is no political support for the Community based approaches."

^{*} Panchayati devotes village level government

infact one experiment was conducted in Orissa i.e. Community based rehabilitation of orphans. After the Super Cyclone, a large number of children became orphans and an attempt was made to rehabilitate these orphans in the community itself, to ensure that they are not uprooted from their own soil and they get their rehabilitation assistance whatever they are entitlements ex-gratia, if they had some right over land then they could establish it. So to give them the opportunity to reintegrate themselves with the community, this approach was taken and it was accepted by every one. This was one experiment, which worked and is accepted now in Orissa that Community based rehabilitation of destitute and orphans will be given priority. In fact the experiments that have been conducted in community-based approaches by organisations like Action Aid and Bharat Gyan Vigyan Samiti have thrown various issues open for discussion.

One important aspect of the problem while conducting at the community level is the cohesiveness of the community. As it has been rightly questioned, community today infact is not a homogenous community, there are lot of divisions on class and caste lines, and it was found that there was lot of opposition to integrating the people belonging to the disadvantageous section with the main community, but for very clear cut and specific directions that these communities will have to be co-opted and they would have to be given priority. Whatever intervention is there should be with the help of this people, in collaboration with this people and not excluding them. The state Orissa, which otherwise is liberal, which otherwise does not have much of caste and class problem because Orissa is not affluent state. It is a relatively under developed state – agrarian society and because of religious and other traditions there is lot more community cohesion in Orissa than many parts of the country. But even then there were problems when organisations such as Action Aid, Bharat Gyan Vigyan Samiti took up Panchayat resource mappings of integrating the people who are relatively disadvantaged. Their interactions were through groups, which they formed and Panchayati Raj institutions were also involved. Infact, these types of experiments have helped us, forming our own guidelines in preparing our own road map for Community Based Disaster Management.

Now we need to talk about CBDM in districts which did not have major disasters in recent times, how to motivate these people, how to go about forming task forces, how to train them, what could be the rallying point, what could be the theme around which we can bring people together. My feeling is that we will have to make people perceive about the risks, that they should have their own perception of risks and they should also know what resources they have, they should be able to map the resources, they should be able to assist the risks and vulnerability and they should be able to discover their own strengths.

The challenge that we are going to face is how to get political support for this kind of approach, how to get continuing support of Panchayati Raj institutions, how to generate interest, how to create interest among the people in this process. One way of going about it will be to train the Panchayati Raj institutions and to hold training programs. Our approach should be that the gram Panchayat are motivated and trained to and told how to prepare a proper gram Panchayat level

development plan. In that development plan Disaster management or Emergency management should be a component. I was mentioning about the Panchayat resource mapping exercise which was done by Bharat Gyan Vigyan Samiti in Orissa, in some of the coastal districts and some of the interiors areas on the model of Carol Sastu Sahitya experiment in Kerala, so we had experts coming from Kerala and working with volunteers and we had good progress, I think that has to be institutionalized and that has to be taken across the board. Every Gram Panchayat will have to prepare a development plan, a perspective plan and a short term plan and integrate Emergency management plan in the development plan. This is one strategies being thought of.

The second strategy we were thinking of is to put Disaster Management in school education system in a significant way. We are engaged in preparing a book on Disaster Management on schools covering all types of disasters, which can interest students of different classes, starting from Class V onwards up to XII. After we prepare this booklet, we will be in touch with the school education department and in fact we have also got model from Bangladesh. In Bangladesh it is already in education curriculum from class V to Class XII. The Chief Minister of Orissa has announced on 29th October – the National Day of Disaster Reduction that disaster management will be incorporated in the school curriculum. I think unless, it is incorporated in the school curriculum, it will not be sustainable, because it is the schools and educational institutions from where there is regular passing out of new batches of students and youth and they will have to be given the basics of Disaster Management and Panchayati Raj system, I think that CBDM approach can become sustainable. But again there is again a big question whether we really believe in the community based approaches, whether we really believe in participatory approaches to various problems, for that infact it will be long drawn out process for sensitizing out politicians an perhaps generating enough pressure from below on the political system so that they are also forced to change their mind set.

"One important aspect of the problem while conducting at the community level is the collectivism of the community. Community today infact is not a homogenous community."



7.2 Experiences in Gujarat

(Editors Note: On the 26th of January, 2001 – Gujarat State in western India was hit by a powerful earthquake that claimed more than 13,000 lives. More than 300,000 buildings collapsed. The earthquake recovery programme in Gujarat coordinated by the Gujarat State Disaster Management Authority, GSDMA undertook bold initiatives in people driven approaches)

V. Thiruppugazh, GSDMA

The community based disaster management experience in Gujarat is one of the biggest experiments carried, as it involved us to decide on whether we should go for owner driven construction or give constructed houses to the people. Looking to the total devastation in which more than 1.1 million houses were either damaged or demolished, we had to reconstruct around 230,000 houses – that is the big number, repairing more than 900,000 houses – so what should we do? Many people said that giving financial assistance to the people and making them construct their own houses involves lots of risk; as what if they take the money and they do not construct, or what if they construct poorly, will the villagers from far flung areas of Kuchchh, Patan and all other interior Saurashtra understand multi hazard resistant construction? The Kuchchh area is prone to earthquakes as well as cyclones, so that a kind of multi hazard construction should come up – will they be able to do this? So finally at the end of the day, we give all the money, they construct houses, find that they have not constructed houses according to what the government specified, then what is to be done, the whole exercise would be a waste.

But government took the first option, took a great risk, which proved to be a very successful experiment of allowing people to construct their own houses. Looking at the possibilities where things can go wrong, we evolved some checks balancing mechanisms – the first was what if people take the money and if they don't construct – so we thought that the money should be released in three installments. First give mobilization advance, after building comes to the plinth level release the second installment, when it comes to lintel level release the third installment. Simultaneously provide technical assistance and supervision. We hired more than 1600 engineers, trained them, and then these engineers were sent to the villages, they were given designated areas, they continuously monitored the housing construction, so at the plinth stage, if the engineer give a certificate that this has been constructed according to instructions given by the government then only we will release the second installment. If something went wrong, we also evolved guidelines for corrective actions to be taken, the house owner would do the necessary corrective actions and get back to the government, get the house inspected again then the second installment money would be released and then the third installment.

Lastly if somebody constructs and comes upto plinth level, takes second installment and goes upto roof level, gets the third installment, if he does not

construct according to the specifications – what should government do? That time we appointed our seismic advisor Prof. A.S. Arya, and he came out with the suggestion that it will only cost 10 to 15% of the total cost of construction in the rural areas to retrofit the house. So there is no need, and the community and people should be trusted. We tried that experiment, to check whether officer constructed according to the specifications, we also put third party quality audit, 100 % inspection of the houses by third party quality audit. We did not rely on government engineers. We appointed independent agency for third part audit, whose findings are only 15% of the houses, which are under construction, have deviated from the govt. norms and serious deviation is only 6 to 7%.

Government of Gujarat did this biggest experiment in training the communities, training the people, training the masons, which proved to be successful and can be replicated elsewhere. The local masons of that area did not know how to do make safe construction, so we took a massive program through NGOs, through independent agencies like National Council for Cement & Building material. We imparted training to more than 27,000 masons and about 6,000 engineers. As a result if you go to any earthquake-affected area even the poor person, they have also started talking about retrofitting. That much percolation of knowledge has taken place. I think this is a step towards long-term disaster management capacity building. We also printed lot of pamphlets, booklets – more than 1 million were printed along with a cheque, whenever they were given a cheque along with that the instruction material were also given to them. Dr. Arya on behalf of GSDMA also evolved guidelines of construction using local materials, local designs so that people do not feel alienated, they are not taking any technology from outside and also we evolved guidelines for retrofitting houses. The video graphs of shake table were shown to every nook and corner through our information department so that people understood the necessity & importance of constructing houses with multi hazard resistance.

In the total reconstruction scenario the houses constructed purely by NGOs on a 100% basis were 6,700 houses. NGOs came and constructed houses and handed over possession to the affected party. With partnership of NGO and government, we are constructing around 35,000 houses and lastly, the owners with the help of financial, technical and material assistance from the government are constructing or repairing about 950,000 houses. Today we have completed construction of 99,000 houses. The bold approach of owner driven construction of the Government of Gujarat is very big success.

Another successful experiment was of town planning and development done in 4 municipal towns of Bhuj, Anjar, Rapar & Bhachau, which were totally devastated. Government also wanted to use this as an opportunity to build these cities more systematically. The town and development planning, which normally takes three years, was completed within a span of one year. Because lots of public consultations were held, people were allowed to discuss the issues, participate in the planning process and town and development planning has been done and passed without a single litigation in the court.

Now learning from our experiences in phase II, GSDMA has mandate of reconstruction and rehabilitation of the earthquake affected areas. It also has a mandate of preparing the state for long-term future disaster preparedness. In future too, the Gujarat Government is looking at the role of communities as an important way for disaster prevention, mitigation as well as emergency response and recovery. We recently announced one policy for Disaster Management, which was passed by the State Cabinet. The policy outlines in a great detail the role of communities, NGOs and private sector organisations –the role of all the stakeholders putting a lot of emphasis on responsibility of community, particularly in the context of Gujarat where Panchayati Raj is very strong. Even the very decision of going for reconstruction or relocation was left to the Gram Panchayat. In fact, it was the Gram Sabha (village board) which was given the authority to decide whether the villagers are willing for a relocation or reconstruction at the present site and in 90% of the cases i.e., 7,630 villages went for reconstruction and less than 40 villages went for relocation. This was appreciated by all the funding agencies, World Bank and ADB (Asia Development Bank), because this was a program where we did not disturb people, their livelihoods and there was no need for major resettlement plan in terms of livelihood. So we understand the importance of role of Panchayat and Panchayati Raj.

We have evolved a program of community-managed disaster planning as a pilot project. We had started construction of 484 model houses and retrofitting of 484 public buildings in these villages. In this process, the local masons and local people are also being trained. More than that, we are forming a brigade called *Aafat Sachda Sena* (meaning Community Brigade for facing disaster) being prepared in these villages. They are taught about various components of management in the village. But to reach out to many villages on the wider scale, we are joining hands with various NGOs, we are partnering with this including UNDP (United Nations Development Programme). We will put in about 50 million and this will be launched in 11 villages.

The basic thing we have envisaged that the community members should be taught, educated and trained and then they should be able to prepare their response and mitigation plan as Panchayat has lots of influence locally. They should be able to understand if the particular building is located in vulnerable place and whether it needs building permission. Second is enforcing the building codes. In village area it is the Panchayat that has to implement building codes, so it has to monitor whether building codes are properly followed. Third is construction in areas where not only it is flood prone, but also areas where outlet or inlet of waterways are blocked and construction come up. The responsibility of removing these encroachments is with village Panchayat. So we would put lots of emphasis on Panchayat. So far the approach of Panchayat as far as drought or flood or any other calamities is that the Panchayat Sarpanches (Head of Panchayat) will become an applicant or complainant and they come to the Government, for rescue. But we want to change the scenario, we want to make them feel that it is their responsibility and government, will chip in wherever assistance is required. And

after the preparation of plan, NGOs will teach them and they should have minimum of two drills per year since two Gram Sabhas are compulsory in one year. Unless the Sarpanches conducts them, he will be disqualified and home and election will be conducted again. So we want to link the drills with the conducting of Sabha. As far as funds are concerned, Gram Panchayats are not having too much problem in Gujarat, so what is important is the commitment of the elected body, involvement of people.

There is precedence in Gujarat to work with volunteers. We have this Gokul Gram scheme, which was launched where in each village, twelve basic amenities were identified and this Samiti completed construction and follow up of two of these identified necessities. So to develop a cadre of volunteers who would respond in time of emergency, which would look after medical response, early warning & telling people & evaluating, identifying the place where they can be evacuated is to be undertaken. So with the money of the World Bank, we want to at least reach out 3000 villages, which are disaster prone in terms of floods, earthquake and we are also looking at the possibility of strengthening the livelihood programs going on in that area so that economic vulnerability is reduced.

We need to have faith in the local governance, as on one hand government is saying that Panchayati Raj and people should be empowered and on the other hand we are not really empowering in the sense. The funds allocated should rightly go to the Panchayat and they should be given the responsibility to plan and act for their best interests. We are thinking that if NGOs who are committed and who with the involvement of GSDMA, would help to strengthen the communities and enlarge the scope of Gram Sabhas and Gram Panchayats in managing disaster effectively.

While undertaking all these initiatives in Gujarat, the policy frameworks have been done by a committee of experts from all levels, not only from higher levels, but also from the lower levels and middle levels, right from district authorities and departmental heads of different districts. Its formation took more than one and half years because it was subjected to various scrutiny and we have evolved a policy with lot of consensus at all levels. We did consultations with people and authorities and lots of NGOs, the whole reconstruction process is being guided by a State level advisory committee which is headed by Prof. Y.K. Alagh – the eminent economist and ex-minister of Govt. of India and lot of NGOs and experts formed the part of this committee, we constantly interacted with them while evolving this policy. That is why this policy has taken into account the ground realities.

The reasons of successful implementation as follows:

- ✓ **Institutional set up:** Establishment of GSDMA itself was a critical factor because it acted like a single window from where all clearances can be given. Powers of delegation was one of the main reasons for the speedy implementation. Like our additional CEO who is Secretary to the Government

"We need to have faith in the local governance, as on one hand Govt. is saying that Panchayati Raj and people should be empowered and on the other hand we are not really empowering in the sense."

of Gujarat have power to give administrative sanction of about 100 million. And governing body enjoyed unlimited powers. Any decision taken in governing body is treated at par with cabinet decisions. Chief Minister heads governing body along with three important Ministers – Minister of Industries, Finance & Revenue and Chief Secretary and all-important secretaries. So any decision taken in that meeting of GSDMA was considered at par with the cabinet decisions. So if any important Policy decision has to be taken, we could bypass all the line departments. This institutional mechanism helped.

- ✓ **Political system:** The Gujarat politicians and the public give importance to development. So it is not one person, but it is whole culture of state.
- ✓ **Resilience of the Gujaratis themselves:** Gujarat is prone to many disasters-cyclone, flood, earthquake, and drought. So the resilience built in Gujarat is most important factor for this very speedy recovery. Because to give comparison with Latur, after the second year Latur had only 10000 houses repaired and reconstructed whereas we have 975,000, which would speak for itself.

We are documenting the lessons learnt for our purpose, and for purpose for other states and others. We undertake a lot of experience sharing initiatives with NGOs and are in constant touch with them. We have continuous coordination meeting with NGOs and whatever material we prepare in terms of guidelines is also sent to them. In all training programs the engineers from NGOs are called, and are trained.

And lastly for areas which are not yet affected by earthquakes, the Government cannot fund or finance retrofitting activities. For houses which are not damaged in earthquake affected areas as well as vulnerable areas where earthquake has not occurred or disturbance of earthquake is not felt, information, communication and education activities on larger scale are being undertaken by telling them about the importance of retrofitting, inducing them go for retrofitting, and through the local self governments we are trying to educate people.



7.3 Bhopal Gas Tragedy



Swaraj Puri, IPS

The Bhopal Gas Tragedy in 1984 is remembered as the largest and the worst industrial disaster in the history of mankind, which killed 3,400 people in Bhopal, the Capital City of Madhya Pradesh and affected many future generations. The Bhopal city is divided into three sections with the Old Sector in the northern region established during the reigns of *Nawabs* and is densely populated; the New Sector in the central region which Government offices, bungalows, parks and private colonies and the Industrial Township in the South-western part of the city.

The Union Carbide Industry was set up in the industrial sector of the city in the late 1960's. The manufacture of Carbaryl started in the year 1979, in which Methyl Isocyanate- an intermediate chemical used and there was no permission for long term storage of this chemical. Prior to the 1984 Gas leakage, the plant had a history of instances of gas leakages. In February 1982, twenty five workers died out due to leaks in pipes carrying Chlorine, MIC and Hydrochloric Acid and in October 1982, 16 people died in a massive gas leak. These incidents raised the question of hazards to the nearby areas and the investigations were carried out. The issue of danger posed by the plant was raised in the State Legislative Assembly in December 1982 led to formation of an Accident Investigation Committee, which later ruled out the danger and the plant continued to operate.

On the day of accident, 2nd December 1984, due to exothermic reactions, a large amount of Methyl IsoCyanate (MIC) escaped into the air through the flare system, which was inoperable at that time. The large volume of gas overwhelmed the scrubber system and about 43 tonnes of gas slowly leaked from the plant and inched its way through the sleeping city of Bhopal. The factors, which aggravated the effect, are listed as follows:

Table2. The Statistics of loss

- ✓ The Wind: slowly moved the deadly cloud over an area of about 15 square miles, causing injury
- ✓ Densely populated areas
- ✓ Accident happened in night
- ✓ Midnight caused panic. Having felt trouble in breathing, people ran out of their houses.

Estimated population of Bhopal	1.0 million
Population affected by MIC	0.5 million
Human casualties	3,400
Number of people injured	0.25 million
Area affected	18 sq. Km.
Area of U.C Plant	60 acres

The **Response process** emerged in a varied manner ranging from immediate relief to long-term relief plans.

- Immediate Relief
 - ✓ Rs. 10,000/- per person (200 \$) as interim relief, distribution
 - ✓ Blankets, woolens, clothing distributed by social organizations
 - ✓ Medicines, food, water and shelter provided by the government
 - ✓ Private and government hospitals geared-up

- Rehabilitation by the State Government: The Government set up a department of Bhopal Gas Tragedy relief and rehabilitation on August 29th, 1985 to look after relief and rehabilitation needs of the survivors. The Supreme Court of India ordered a sum of \$US 470 to be paid by March 31st 1989 and to be distributed as interim relief to victims and settle final compensations. The Supreme Court also directed Union Carbide Corporation, USA, to finance a 500-bed The Bhopal Memorial Trust Hospital for the long term medical care of survivors

The **lessons learnt** in the entire process:

- ✓ Lack of Vital Information & Communication and inadequate coordination by the plant officials with local administration
- ✓ Lack of Emergency Preparedness and absence of proper warning system / no routine practice

Future Steps

- ✓ The administration must know the location and exact nature of chemicals stored and produced.
- ✓ Factories or industrial areas should be located away from populated area
- ✓ Strict regulations and procedures for environmental safety
- ✓ Listing of NGOs and social organisations, which could be of assistance
- ✓ People living in the vicinity should be aware of:
 - (i) Chemicals being used
 - (ii) Emergency Procedures
 - (iii) Escape Routes
 - (iv) Neighboring Medical Facilities

New Legislations in USA: In the United States, the Bhopal disaster was the impetus for the passage of the "Community Right to Know" and "Emergency Planning" laws in 1986, which gave right to citizens to know about toxic chemical releases. The law requires corporations and local officials to plan on how to address a potential disaster situation.

8. Group Discussions

8.1 Cooperation and Capacity Building

Chaired by: Anshu Sharma and V.K. Sharma



During the discussions, it was apparent that cooperation takes place in two perspective:

- ✓ Local – National - Regional
- ✓ Community – NGO – Government

In one way, cooperation takes place between various stakeholders at the national, regional or local levels; while at the other way, cooperation is between the community and the external agencies, which could either be an NGO or the government. Over the years, as we are all familiar that the United Nations has emerged as a universally acceptable symbol of cooperation.

The focus was therefore on trying to list down the possible areas where cooperation can be extended to further CBDM efforts. Therefore the following list emerged: Documentation/ Databases / Inventories

- ✓ Development of Training and Advocacy Resources
- ✓ Conducting Training/Dissemination/ Advocacy
- ✓ Inter-Agency Cooperation in terms of resources and abilities

To start with, media and television i.e. dissemination models can be used as an effective medium to extending this cooperation. Mediums organizations like HUDCO, UNDP, Children's Book Trust, regional writers can be targeted for effective awareness generation.

The possible suggestions on which we need to work in the near future are:

Way Ahead

- ✓ Documentation of Good Practices: we have so many instances of successful CBDM approaches, which we need to document and see their applicability to other areas.
- ✓ Analysis of what makes a practice good needs to be undertaken to emerge with a checklist or a strategic framework which can be used to ensure a successful CBDM practice
- ✓ Dissemination of such practices is a prime task as awareness generation leads to successful initiatives

Up-scaling? Sustainability? Policy influencing? The discussions led to the question of how to sustain and upscale the initiatives already existing. For that we need inputs from the other two group discussions.

8.2 Sustainability and Up-scaling

Chaired by: Sanny Jegillos and Rajib Shaw



In order to identify the reasons that ensure sustainability, we found that the most effective way to do so would be to analyze the experiences of various countries while undertaking CBDM initiatives. Based on that we tried to list down the factors that enhance sustainability. In order to ensure or enhance sustainability, the following inputs need to be checked upon:

- Human resources
- Planning
- Funding
- Commitment

For any initiative to be successful, from the organisational point of view, its human resources have to be appropriately skilled and motivated. The coordinated activities within the organisation should be clearly laid out and must reinforce common goals. Therefore for Community Based Disaster Management initiatives,

we need to have skilled community based facilitators, as they have to undertake direct communication with the community. The workforce should also possess skills in negotiating, managing, and communicating, which are required for the interface within the organization and skills in negotiating resource mobilization with other external or local stakeholders. The personnel's working for CBDM should be dedicated to work in the interest of the people and their commitment can be enhanced by:

- Leadership that motivates, inspires, promotes culture and legacy vision, and
- Mechanism to support staff (motivation, incentives)

From the community point of view, the human resources must possess the ability to promote CBDM as means for achieving priority development goals like poverty alleviation, which show direct economic benefits. They should try to target the most vulnerable as primary beneficiaries and also document more success stories, which help in promoting CBDM approach. Presence of self-help group live village cooperatives with economic activities would have significant influence. They must try to recognize and integrate CBDM approach into existing local structures/ organizations link with existing development effort. Effort should be made to involve Private Sector into CBDM and also promote national policy framework that supports CBDM. These personnel should help in strengthening capability of community to plan, negotiate and mobilize resources from resource holders as well as help the community to generate their own resources to build assets funds. Continuous public awareness that supports CBDM and complete interventions that support CBDM should be stressed on.



Photo Credit: UNDP

8.3 Integration with Policy

Chaired by: Kamal Kishore and Kenji Okazaki



The suggestions for integration of CBDM with policy framework are as follows:

- ✓ Clearly define the role of village level institutions in disaster management framework of the states: The current relief manuals define the role of the district collector, district officer etc, but fail to mention anything about the communities. Therefore the disaster management framework of the states should fill this gap and each village should be required to have its own contingency plan. The duties of higher levels of government institutions in assisting the village level institutions should be clearly defined. The media also needs to be educated about the responsibilities and authorities that lie at the community level. For post disaster situations, the response time of the government should be defined.
- ✓ Policies and Programs that increase dependency should be reviewed.
- ✓ Policies should help create and sustain catalytic elements at the local level.
- ✓ Define a matrix of relationships (responsibility and authority) in disaster management between Panchayati Raj Institutions, NGOs, and different levels of government. An operational manual should outline how these relate to each other in times of disasters.
- ✓ Government should be responsible for making people aware of the disaster risks they face for example, after the Kobe earthquake in Japan, the government encouraged experience sharing and awareness generation initiatives. The government should also make information available to the ground level.
- ✓ We should also try to have a paradigm shift in planning from "Master Planning" to "Action Planning", with focus on what the communities can do.
- ✓ At the International level: there should be efforts to ensure a larger share of humanitarian assistance for disaster risk reduction as opposed to relief and response as well as a larger share of development funding to reduce the risk of disasters that threaten development. Donors should proactively coordinate their portfolios and work closely with the governments in ensuring effective coordination. Last but not the least there should be a way to rate the credibility of NGOs.

9. Actahead: A Step Further

Advocacy towards sustainable community based disaster management .

The following write-up is the concept note, incorporating the recommendations of workshop. This is regarded as a draft version, which needs further discussion.

An international body of community based practitioners has been proposed, the basic idea of which is stated below:

Possible names:

*International Advocacy for Community Safety (IACS). -Recommended- OR
International Advocacy for Community Risk Reduction*

Mission

To advocate, promote and lobby for initiatives promoting community based disaster management to enhance safety of disaster threatened communities.

Goals

To recognize vulnerabilities of communities and enhance their capacity for safer living conditions and livelihoods.

Objectives

The group intends to implement programs that bridge the void between experts, policy makers and funds slated for risk management. Based on varying criteria, mitigation, ranging from funding and advisory committees to NGO partnerships and in-the-field implementation can turn scenarios of misfortune and mismanagement into opportunity and hope. The recognition of vulnerabilities and subsequently the overcoming of barriers that have contributed to lack of access to resources, underdevelopment and inequity will further empower local communities to be more self-reliant and better resilient to risk. The focus of the group will be to question people's vulnerability as they relate to their existing capacities and aim to build on these strengths while reducing weaknesses. Additionally, mobilizing local governments into partnerships with community disaster management agencies and other local NGOs would promote effective risk management capacities and disaster relief.

Activities

This should be noted that the proposed group is not a 'network', neither an implementing body. The nature of activities of the group will include:

- 1) Focus on advocacy, NOT on implementation,
- 2) Focus on implementation-oriented research, NOT on basic research, and
- 3) Make a link between practitioners and decision/policy makers.

The group will not directly implement any project, at least in the initial period. However, the group will facilitate project implementation with local partners.

The group intends to take up the following:

- **Advocacy and sustained programmes of public information about natural hazards, vulnerabilities and risk, including formal education and professional training;**
- Establishing public policy commitment on disaster prevention, preparedness and mitigation and adopting relevant legislation at both the national and local levels of administration;
- Comprehensive research activities for better understanding of natural hazards and how their effects may be better addressed;
- Application of scientific knowledge and transfer of technology for disaster prevention, preparedness and mitigation;
- Measures of land use planning, which include hazard awareness, vulnerability analysis, and risk assessment with the participatory involvement of local authorities.
- Link up with various governmental and non-governmental organisations to promote and guide on Community Risk Reduction Fund.
- Documentation for the dissemination of best practices on community based disaster management.
- Focus on awareness generation campaigns especially for schools, formal and non-formal educational institutions.

Organizational Set-up

The organisational set up is delineated as follows:

1. **Board Members:** The board would include the core team members. It would include selective representatives who have influence in the relevant field, who are motivated to spare their voluntary time, and who are active in the field. The most important thing is motivation and willing to spare time voluntarily. The board will have a maximum 10 members.
2. **Partners:** There will be different types of partners of the IACS. This will include government, non-government and international organizations. These partners will be responsible for project implementation.

10. In Touch With the Community: Creative Workshop

10.1 A Picture Worth a Thousand Words

Sangeeta Bhalla

Sangeeta Bhalla is a postgraduate in communication from the university of Massachusetts, Amherst, U.S.A. She founded Purple Arc Films as a production Company that has been doing some pioneering work in this field. She gave a presentation on the use of Audio-Visual material as data and how pictures and sound may possibly be incorporated and analysed collectively as an input into various decision making process and activities at the level of development project as sometimes, the development professionals and practitioners focus on implementing projects work but do not pay much attention on communicating to the various stakeholders or other sections of society, who need to know more.

10.2 On the Ground

—Interaction Based on Field Design & Implementation

An Informal session of field experience sharing by Surya Kakani, Sourabh Gupta, Chandra Bakuni and John Edwards who are architects, engineers and designers, and are involved in one or the other projects with SEEDS for community based designs.

10.3 The Hands that Create

Moossa Sadr

Moossa Sadr, an Iranian by birth came to India as a student in 1976. In India, a well-known potter Nirmala Patwardhan trained him for two years, starting from 1983 to 1985. Ever since he has invested his emotions and dedication in promoting the art of pottery making, which has earned him the place of Delhi's one of the best potters and teacher. He holds classes for his students in his studio at Fatehpur Beri and holds workshops throughout the city. He has also found a potter's society for women, 'House of Women Potters and Ceramists' in Delhi.

Appendix

Workshop Participants

Prof. A. K Maitra

Director
School of Planning and Architecture
4 Block-B, I.P. Estate
New Delhi- 110002, India

Mr. Amod Dixit

General Secretary
National society for Earthquake Technology
(NSET)- Nepal
G.P.O. Box# 13775, Kha-2-731,
Mahadevsthan, Baneshwar, Kathmandu-10, Nepal
Tel: 977-1-474-192
Fax: 977-1-490-943
E-mail: adixit@nset.org.jp

Mr. Anil Sinha

Head
National Centre for Disaster Management
Indian Institute of Public Administration
IP Estate, Ring Road, New Delhi 110002, India
E-mail: anilsinha@nic.in

Ms. Anjana Barkakati

Jt. Director
State Resource Centre Assam
Mandovi Apartments, Unit C&D, First Floor
Ambari, GNB Road
Guwahati -781 001, India
Tel/fax: 91-361-251179

Mr. Anshu Sharma

Programme Director
SEEDS
D-6, Panchsheel Enclave
New Delhi 110017, India
Tel: 91-11-26498371
Fax: 91-11-26498372
Email: anshu@seedsindia.org

Ms. Aparna Kanda

Programme Associate
UNDP (Disaster Management Team)
55, Lodhi Estate, New Delhi, India
Tel: 91-11-24628877
E-mail: aparna.kanda@undp.org

Mr. Aslam Perwaiz

Programme Asistant
UNDP (Disaster Management Team)
55 Lodhi Estate,
New Delhi 110003, India
Tel: 91-11-24628877
Fax: 91-11-24627612
Email: aslam.perwaiz@undp.org

Mr. Aurobindo Behera

Orissa State Disaster Mitigation authority
9th floor, Rajiv Bhawan, Unit V
Bhubaneswar, Orissa, India
Tel: 91-674-401769
Fax: 91-674-401871, 406681
E-mail: md@osdma.org, baurobindo@hotmail.com

Prof. B. Mishra

Emeritus Professor
School of Planning and Architecture
4 Block-B, I.P Estate
New Delhi- 110002, India
Res. A/O- # 28, Shalimar Bagh
Delhi-110088, India
Tel: 91-11-27473828
Tel/Fax: 91-11-27475364
E-mail: misrab@nda.vsnl.net.in

Mr. Chandra Bakuni

Technical Coordinator
SEEDS
B/2 Jam Apartments, Behind Dada Saheb Na Pagla
Near Vijay Char Rasta
Ahmedabad - 380009
Gujarat, India
Tel: 91-79-6444847
Email: chandra@seedsindia.org

Mr. Faizal Khan

Senior Sub Editor
United News of India (UNI)
9 Rafi Marg
New Delhi - 110001, India
Tel. 91-11-23718861, 23715222
E-mail aufaisal@hotmail.com

Ms. Gargi Tiwari

Programme Manager
SEEDS
D-6, Panchsheel Enclave
New Delhi 110017, India
Tel: 91-11-26498371
Fax: 91-11-26498372
Email: gargi@seedsindia.org

Dr. Harkunti Rahayu

Lecturer
Institute of Technology of Bandung
Jalan ganesha 10, Bandung 40132, Indonesia
Tel: 62-22-250-2272
Fax: 62-22-251-0718
E-mail: harkunti@melsa.net.id

Mr. Jayant Kumar

Church's Auxiliary for Social Action
Rachna Building
2, Rajendra Palace, Pusa Road
New Delhi 110008, India
Tel: 91-11-25761579; 25767231
Fax: 91-11-25722502
E-mail: jayant@casa-india.org

Mr. Jerome Casals

International Institute for Disaster Risk
Management (IDRM)
P.O. Box 1005 Makati Central Post Office
1250 Makati City, Philippines
Tel: 632-817143, 8171668
Fax: 632-8170894, 5649940
E-mail: jgcasals@yahoo.com

Mr. John Edwards

America India Foundation Fellow
SEEDS
D-6, Panchsheel Enclave
New Delhi 110017, India
Tel: 91-11-26498371
Fax: 91-11-26498372
Email: john@seedsindia.org

Mr. Kamal Kishore

Regional Advisor
UNDP
55 Lodhi Estate, New Delhi, India
Tel: 91-11-24628877
Fax: 91-11-24627612
E-mail: kamal.kishore@undp.org

Mr. Kenji Okazaki

Coordinator
United Nations Centre for Regional Development
Disaster Management Planning Hyogo Office
Hito-Mirai-Kan 5th Floor
1-5-2 Wakinohama- Kaigan- Dori
Chou-Ku, Kobe 651-0073, Japan
Tel: 81-78-262-5560
Fax: 81-78-262-5568
E-mail: okazaki@hyogo.uncrd.or.jp

Ms. Manisha Shetty

Programme Coordinator
American India Foundation
N – 183, 2nd Floor, Panchshila Park
New Delhi – 110017, India
Tel: 91-11-26495042/3
E-mail: manisha.shetty@aifoundation.org

Mr. Manu Gupta

Programme Director
SEEDS
D-6, Panchsheel Enclave
New Delhi 110017, India
Tel: 91-11-26498371
Fax: 91-11-26498372
Email: manu@seedsindia.org

Ms. Nupur Anand

Programme Manager
SEEDS
D-6, Panchsheel Enclave, New Delhi 110017, India
Ph: 91-11-26498371
Fax: 91-11-26498372
Email: nupur@seedsindia.org

Dr. Rajan Gengaje

UN Office for Coordination of Humanitarian
Affairs
EP 16/17, Bulgarian Embassy Complex
Chandra Gupta Marg, Chanakya Puri
New Delhi 110021, India
Tel: 91-11-26875063
Fax: 91-11-26875403
E-mail: rajan.gengaje@undp.org

Mr. R. Dinakar

JICA, Delhi Office
2nd floor, DLF Centre
Sansad Marg (Parliament Street)
New Delhi 110001, India
Tel: 91-11-233119904
Fax: 91-11-23311996
E-mail: jicaad@jica.go.jp

Mr. Rajesh Kumar Kaushik

Research Officer (NDM)
Centre for Disaster Management
The HCM Rajasthan State Institute of Public
Administration
Jawaharlal Nehru Marg, Jaipur-302017, India
Tel: 91-141-701780
Fax: 91-141-702542, 705420
E-mail: rajeshkumar_kaushik@yahoo.com

Mr. Rajeshwar Dyal

Advisor
K-70 B, Hauz Khas Enclave
New Delhi 110016, India
Tel: 91-11-26561361
Fax: 91-11-26564691
Email: fres@giasl01.vsnl.net.in

Dr. Rajib Shaw

Researcher
United Nations Centre for Regional Development
Disaster Management Planning Hyogo Office
Hito-Mirai-Kan 5th Floor
1-5-2 Wakinohama- Kaigan- Dori
Chou-Ku, Kobe 651-0073, Japan
Tel: 81-78-262-5560
Fax: 81-78-262-5568
E-mail: shaw@hyogo.uncrd.or.jp

Ms. Rupali Bajaj

Programme Coordinator
SEEDS
D-6, Panchsheel Enclave
New Delhi 110017, India
Tel: 91-11-26498371
Fax: 91-11-26498372
Email: rupali@seedsindia.org

Mr. Sajedul Hasan

CARE Bangladesh
House#63, Road # 7/A, Dhanmondi R/A
Dhaka-1209
City/ Code: 880-2, Bangladesh
Tel: 880-2-911-2315, 811-4207 (ext. 235)
Fax: 880-2- 8114183
E-mail: sajedul@carebangladesh.org
hsajedul@yahoo.com

Ms. Sangeeta Bhalla

Purple Arc
4382, B 5&6 Vasant Kunj
New Delhi - 110070, India
Tel: 91-11-26121706
E-mail: purplearc@vsnl.com

Mr. Sanny R Jegillos

Director- International Operations
International Institute for Disaster Risk
Management (IDRM)
P.O. Box 1005 Makati Central Post Office
1250 Makati City, Philippines
Tel: 632- 8171434, 8131668
Fax: 632- 8170894, 5649940
E-mail: sanny@idrmhome.org

Ms. Shivangi Chawda

Programme Coordinator
SEEDS
B/2 Jam Apartments, Behind Dada Saheb Na Pagla
Near Vijay Char Rasta
Ahmedabad - 380009
Gujarat, India
Tel: 91-79-6444847
Email: shivangi@seedsindia.org

Mr. Sourabh Gupta

Architect
Archohm Consults Pvt. Ltd.
F- 29, Kalkaji,
New Delhi-110019, India
Tel: 91-11-26475536, 26228227
E-mail: sourabh@archohm.com

Mr. Surya Kakani

Architectural Consultants
Meera Madhav Apartments
Near Pritam Nagar Akhada
Ahmedabad
Gujarat, India
E-mail: kakanimail@indiatimes.com

Mr. Swaraj Puri
Senior IPS officer
E-mail: swarajpuri@rediffmail.com

Mr. Takashi Matsumoto
Assistant Resident Representative
JICA, Delhi Office
2nd floor, DLF Centre
Sansad Marg (Parliament Street)
New Delhi 110001, India
Tel: 91-11-23311990/4
Fax: 91-11-23311996

Matsumoto.Takashi@jica.go.jp

Mr. Tom Palakudiyil
India Representative
Christian Aid
A-15/18 Vasant Vihar, New Delhi 110057, India
Tel: 91-11-26153651, 26140193
Fax: 91-11-26153652
E-mail: tom@christian-aidindia.org

Mr. Toshifumi Sakai
Resident Representative
JICA, Delhi Office
2nd floor, DLF Centre
Sansad Marg (Parliament Street)
New Delhi 110001, India
Tel: 91-11-23311990/4
Fax: 91-11-23311996
E-mail: sakai.toshifumi@jica.go.jp

Prof. Tsuneo Katayama
President
Independent Administrative Institution
National Research Institute for Earth Science And
Disaster Prevention (NIED)
3-1 Tennodai, Tsukuba Science City, 305-0006,
Japan
Tel: 81-298-51-1611
Fax: 81-298-52-8260
E-mail: katayama@bosai.go.jp

Dr. Uy Samath
Director
Disaster Management Department
Cambodian Red Cross, House #17, Red Cross
Blvd, Phnom Penh, Kingdom of Cambodia
Tel: 855-23-212876
Fax: 855-23-212875
E-mail: dmd.crc@bigpond.com.kh

Prof. Vinod Kumar Sharma
Professor, Natural Disaster Management
National center for Disaster Management
Indian Institute of Public Administration
IP Estate, Ring Road, New Delhi 110002, India
E-mail: vksncdm@rediffmail.com

Ms. Vinoo Hora
K-70 B, Hauz Khas Enclave
New Delhi 110016, India
Tel: 91-11-26561361
Fax: 91-11-26564691
Email: vinoo@fesindia.org

Mr. V. Thiruppugazh
Joint CEO, GSDMA
Block No. 11, 5th Floor
Udyog Bhavan, Gandhi Nagar-382017
Gujarat, India
Tel: 91-79-3259451, 3235404
Fax: 91-79 3259275
E-mail: vthiruppugazh@hotmail.com,
jtceo-gsdma@gujarat.gov.in

Ms. Yuko Nakagawa
Jr. National Expert
United Nations Centre for Regional Development
Disaster Management Planning Hyogo Office
Hito-Mirai-Kan 5th Floor
1-5-2 Wakinohama- Kaigan- Dori
Chou-Ku, Kobe 651-0073, Japan
Tel: 81-78-262-5560
Fax: 81-78-262-5568
E-mail: nakagawa@hyogo.uncrd.or.jp

Workshop Program

DAY 1: DECEMBER 2, 2002, MONDAY

SESSION 1: INAUGURATION AND OPENING (17:30-19:00)

- 17:30-17:40 OPENING REMARKS: RAJESWAR DAYAL, FES
17:40-17:50 INTRODUCTORY REMARKS: KENJI OKAZAKI, UNCRD
17:50-18:00 WORKSHOP GOALS AND OBJECTIVES: ANSHU SHARMA, SEEDS
18:00-18:20 KEYNOTE ADDRESS ANIL SINHA, NCDM
18:20-18:35 KEYNOTE REMARKS: TSUNEO KATAYAMA, NEID
18:35-18:50 CHIEF GUEST ADDRESS: SRI SOM PAL, PLANNING COMMISSION
18:50-19:00 VOTE OF THANKS: MANU GUPTA, SEEDS

19:00-21:00 RECEPTION BY FES

DAY 2: DECEMBER 3, 2002, TUESDAY

SESSION 2: WORKSHOP ORIENTATION AND PLENARY PRESENTATION (09:30-11:00)

- 09:30-09:45 WORKSHOP ORIENTATION
09:45-10:05 COOPERATION AND CAPACITY BUILDING: RAJIB SHAW, UNCRD
10:05-10:25 SUSTAINABILITY IN CBDM: SANNY JEGILLOS, IDRM
10:25-10:45 INTEGRATION OF CBDM IN POLICY ISSUES: KAMAL KISHORE, UNDP
10:45-11:00 DISCUSSION

11:00-11:30 TEA

SESSION 3: EXPERIENCES FROM INDIA (11:30-12:30)

- 11:30-12:00 CBDM: EXPERIENCES OF ORISSA: AUROBINDO BEHERA, OSDMA
12:00-12:30 CBDM: EXPERIENCES OF GUJARAT: V. THIRUPPUGAZH, GSDMA
12:30-13:00 EXPERIENCES OF BHOPAL GAS TRAGEDY: SWARAJ PURI

13:00-14:00 LUNCH

SESSION 4: WORKING GROUP SESSION (14:00-17:00)

PARALLEL SESSION BY THREE WORKING GROUPS:

1. COOPERATION AND CAPACITY BUILDING: CHAIR: ANSHU SHARMA, VINOD SHARMA
2. SUSTAINABILITY AND UP-SCALING ISSUES: CHAIR: SANNY JEGILLOS, RAJIB SHAW
3. INTEGRATION IN POLICY ISSUES: CHAIR: KAMAL KISHORE, KENJI OKAZAKI

CREATIVE WORKSHOP 1: (17:00-19:00) THE HANDS THAT CREATE: MOOSSA SADR

DAY 3: DECEMBER 4, 2002, WEDNESDAY

CREATIVE WORKSHOP 2: (09:00-09:30) A PICTURE WORTH A THOUSAND WORDS: SANGEETA BHALLA

WORKING GROUP SESSION (09:30-12:30)

PARALLEL SESSION BY THREE WORKING GROUPS

12:30-13:30 LUNCH

CREATIVE WORKSHOP 3: (12:30-13:30) ON THE GROUND: SEEDS ENGINEERS AND ARCHITECTS

PLENARY SESSIONS (13:30-15:00) VISION FOR A SAFER FUTURE

CHAIR: AUROBINDO BEHERA, OSDMA

CLOSING REMARKS: KENJI OKAZAKI, UNCRD

Organizations

SEEDS

there is a panel of senior associates and young volunteers facilitating the various programmes. Since its inception, SEEDS has been working on the path to the ideal habitat for communities – a habitat that is sustainable and safe.

The major activities were facilitating community Participation in Development Planning:

- 1) Reducing Urban Risk: A participatory risk reduction programme among vulnerable urban communities by participatory rapid appraisal and community action planning approach towards disaster risk reduction.
- 2) Future Vision: Programme on citizen's participation in the urban planning and development process.
- 3) Policy Research and Advocacy: Mission for the United Nations Disaster Management Team (UNDMT) for identification of areas of cooperation between Government of India and the UN System.
- 4) Relief needs assessment: Post disaster relief needs assessment to assist NGO response for relief and rehabilitation in cooperation with government teams.
- 5) Post Disaster Relief and Rehabilitation: Post disaster relief and rehabilitation programmes to assist communities to reestablish themselves physically and economically.
- 6) Research on environment and risk related issues, including disaster risks, urban pollution, resettlement and rehabilitation, environmental guidelines for industrial townships, rural resource management etc.
- 7) Training materials development and training inputs to national institutes were part of its activities.



Friedrich Ebert Stiftung, a German Foundation was created in memory of its first ever democratically elected president way back in 1921 to carry on with his legacy. The foundation believes in the principle of social democracy. Its main objectives are to work for peace, democracy and social justice. The foundation has been active in issues related to:

- Media & communications: foundation undertakes exchange of information through international workshops, bilateral information trips, foreign scholarships and helps promote media in its role as a medium of political communication, and to strengthen their capacity in introducing progressive ideas.
- Trade unions and labour: foundation undertakes efforts that focus on collaboration with trade unions in the field of education and job generation as well as support for self-help initiatives within backwards classes.
- Gender & development: priority is given to empowerment of women who are to a large extent discriminated almost all over the world.



United Nations Centre for Regional Development (UNCRD) was established in Nagoya, Japan in 1971 under an agreement between the United Nations and the Government of Japan. The principal objective of UNCRD is to strengthen and improve the capabilities of regional development planners and planning implementation in developing countries. It has four responsibilities; Training, Research, Advisory service, and Information dissemination.

UNCRD's Disaster Management Planning Programme was initiated in 1985 to support local government, non-government, and academic institutions in creating partnerships with communities for disaster management planning. In April 1999, the programme moved to a new office in Hyogo Prefecture, where the

Great Hanshin-Awaji Earthquake disaster occurred four years ago and its residents are attempting to redevelop their city. The Hyogo Office examines the reconstruction process in Hyogo and other disaster-damaged areas in developing countries as well as carry out the following programmes to establish disaster prevention as an essential element of sustainable development:

- 1) To provide advisory services to communities vulnerable to disasters in cooperation with governmental agencies, NGOs, and academic institutions alike.
- 2) To improve safety of core community facilities such as schools and hospitals, and cultural heritage that may be damaged by disasters, and
- 3) To identify and learn best practices in disaster management at the community level and disseminate them through workshops and information technology.

SEEDS

315, Tower I
Mount Kailash, New Delhi
110065, INDIA

Tel: +91-11-2649-8371

Fax: +91-11-2649-8372

E-mail: info@seedsindia.org

Web Site: <http://www.seedsindia.org>

UNCRD

Hito-Mirai-Kan 5th Floor
1-5-2 Wakinohama-kaigan-dori Chuo-ku, Kobe,
651-0073, JAPAN

Tel: +81-78-262-5560

Fax: +81-78-262-5568

E-mail: rep@hyogo.uncrd.or.jp

Web Site: <http://www.hyogo.uncrd.or.jp>

SEEDS

315, Tower I
Mount Kailash, New Delhi
110065, INDIA

Tel: +91-11-2649-8371

Fax: +91-11-2649-8372

E-mail: info@seedsindia.org

Web Site: <http://www.seedsindia.org>

UNCRD

Hito-Mirai-Kan 5th Floor
1-5-2 Wakinohama-kaigan-dori Chuo-ku, Kobe,
651-0073, JAPAN

Tel: +81-78-262-5560

Fax: +81-78-262-5568

E-mail: rep@hyogo.uncrd.or.jp

Web Site: <http://www.hyogo.uncrd.or.jp>