



# **PROJECT REPORT**

**CAPACITY BUILDING IN  
DISASTER MANAGEMENT  
FOR GOVERNMENT OFFICIALS AND  
REPRESENTATIVES OF PANCHAYATI RAJ  
INSTITUTIONS & URBAN LOCAL BODIES  
AT DISTRICT LEVEL**

**July 2013**

**An Initiative of National Disaster Management Authority  
and Indira Gandhi National Open University**



## **National Disaster Management Authority (NDMA)**

The NDMA has the Prime Minister of India as its Chairman. Other members of the Authority, not exceeding nine, are to be nominated by the Chairman. The Chairman of the NDMA may designate one of the members to be the Vice Chairman of the NDMA. The Vice Chairman of NDMA has the status of Cabinet Minister and other members have status of Ministers of State. The NDMA has been assigned the responsibility of laying down policies, plans and guidelines for disaster management for ensuring timely and effective response to disaster.

### **The NDMA has the following responsibilities to:**

- Lay down policies on Disaster Management;
- Approve the National Plan;
- Approve plans prepared by the Ministries or Departments of the Government of India in accordance with the National Plan;
- Lay down guidelines to be followed by the State Authorities in drawing up the State Plan;
- Lay down guidelines to be followed by the different Ministries or Departments of the Government of India for the purpose of integrating the measures for prevention of disaster or the mitigation of its effects in their development plans and projects;
- Coordinate the enforcement and implementation of the policy and plan for disaster management;
- Recommend provision of funds for purpose of mitigation;
- Take such measures for the prevention of disaster, or mitigation, or preparedness, and capacity building for dealing with the threatening disaster situation or disaster as it may consider necessary;
- Provide such support to other countries affected by major disasters as may be determined by the Central Government;
- Lay down broad policies and guidelines for the functioning of the National Institute of Disaster Management (NIDM).

# PROJECT REPORT

## Capacity Building in Disaster Management





Vice Chairman  
National Disaster Management Authority  
Government of India

## **MESSAGE**

The National Disaster Management Authority (NDMA) was set up in 2005 by the Government of India as an apex body to spearhead and implement a holistic and integrated approach to Disaster Management. NDMA has the responsibility for laying down policies, plans and guidelines for disaster management and coordinating their enforcement and implementation for ensuring preparedness mitigation and timely and effective response to disasters. NDMA has laid down comprehensive frame work for capacity building on Disaster Management (DM) and mainstreaming of DM for various disasters through its National Disaster Management Guidelines. NDMA has taken up mainstreaming of Disaster Risk Reduction (DRR) concerns in Government departments, States, Districts and civil society, School and College education, technical education, Panchayati Raj Institutions and Urban Local Bodies.

In this direction, NDMA and IGNOU jointly executed a pilot project on “Capacity Building in Disaster Management for Government Officials and Representatives of Panchayati Raj Institutions & Urban Local Bodies at District Level”. This project has been successfully completed in the year 2012-13. The Project aimed at strengthening the capacity of Government Officials and Representatives of Panchayati Raj Institutions and Urban Local Bodies (PRI & ULB’s) at district level in the areas of disaster prevention, preparedness, mitigation, response and recovery.

This Project was undertaken in 54 selected districts of 11 States identified on the basis of their vulnerability to various natural and manmade hazards. In all, 16479 participants, against the targeted number of 16200 participants, attended trainings. Out of the total 16479, 6648 (40.34%) were Government officials, 7941 (48.19%) were PRIs’ representatives, and 1890 (11.43%) were representatives of ULBs.

Total 4623 women participants undergone training, thus project has been quite successful in fulfilling goal of gender equality for capacity building in Disaster Management to a great extent. The outcome of the project reaffirms that focused capacity building interventions are imperative to attain disaster resilience at grass root level.

The training material developed for this project can be useful for all states to carry out a sustained training / capacity building programme. We hope that all states will use this material and develop local language handouts and carry out this training on a continuous basis.

I wish to see more such increased efforts at National, state and local level for enhancement of capacity of communities to mitigate the effects of future disasters.

New Delhi  
1<sup>st</sup> July, 2013

**(M. SHASHIDHAR REDDY)**



## FOREWORD

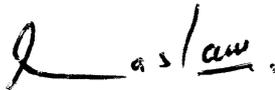
India is prone to multiple types of hazards, prominent among these include earthquakes, floods, cyclones, droughts, forest fires, and epidemics. The disaster management scenario in the country, has metamorphosed into a pro-active, multi-agency and development-oriented coping system, it has indeed been an arduous journey for all those involved from the NDMA as well as IGNOU. My background in rural development and community capacity building gives me a sense of insight into what this Project has undertaken and attained. I have been keenly following the progress of this Project and encouraging my Faculty to carry it forward with enthusiasm.

I remember having written the Foreword to the Training Manual of the Project on “*Capacity Building in Disaster Management for Government Officials and Representatives of Panchayati Raj Institutions & Urban Local Bodies at District Level*” carried out by two apex Bodies, that is, National Disaster Management Authority (NDMA) and Indira Gandhi National Open University ( IGNOU). I was confident that the Faculty at IGNOU will do justice to this necessary and pertinent effort. However, now having seen the results of this project, I feel that disaster management is an area where a lot of work has been done and yet a lot also needs to be undertaken.

I am also happy to note that the Project has been successfully completed after having covered 54 districts in 11 identified States. I understand that this successful completion of the project is the result of scientific methodology adopted by the Project Team members. Being a trainer for last 35 years I feel satisfied to note that 11 Training Need Analysis Workshops, one in each of the identified States, were conducted to frame and finalize the Schedule and Methodology of FFTP as well as Contents of the Training Manual. Subsequently, the Training Manual, comprising of 4 Booklets and 1 Handbook, was developed in English and also translated in Assamese, Bengali, Hindi, Malayalam, Marathi, Oriya and Telugu. It is also heartening to note that necessary audio and video Programmes were also developed in 8 languages. Orientation Workshops, one each, in the identified States, for the Resource Persons to conduct FFTPs; Study Centres Coordinators to execute FFTPs; and Nodal Officers to select participants for FFTPs, etc., were organized. Active involvement of IGNOU Study Centres, gender mainstreaming, inter-linkages between disaster management and development and involving multiple stakeholders are all positive indicators towards achievement of project goals. These capacity building measures taken up by the project are essential for success of any such project.

I congratulate IGNOU team under the leadership of Prof. Pardeep Sahni for its dedication and hard work. I sincerely feel that the present initiative should be taken up as a good beginning, to be replicated by the NDMA and IGNOU in more states in the near future.

1<sup>st</sup> July, 2013  
New Delhi

  
(Professor. M. Aslam)  
Vice-Chancellor  
IGNOU

## BACKGROUND

Disasters are calamitous happenings, where normal patterns of life go topsy-turvy and large-scale assistance becomes crucial to save lives, prevent injury and safeguard infrastructure. Disasters could be categorized into type-based and time-based disasters. Type-based disasters are of two kinds: natural and man-made. Likewise, time-based disasters are also of two types: slow-onset and quick-onset disasters. Slow-onset catastrophes are predictable and provide some response time; whereas quick-onset disasters are unpredictable and provide no response time. Recent decades have beheld an increase in human induced disasters or say natural disasters aggravated by human interventions; thereby largely blurring the distinction between the two. These disasters have caused widespread destruction and fatalities, leaving the concerned institutions and the community wanting on the front of disaster related preparedness, relief, reconstruction and recovery. Does development lead to disasters or do disasters facilitate fresh thinking on development? This is the contemporary debate. A few noteworthy accomplishments at the governmental, non-governmental and community levels have created small pockets of success in managing disasters. However, these efforts remain restricted, inconsistent and infrequent. They have not been disseminated systematically to propel standardization of disaster management principles.

This is why it is appropriate to treat disaster management as a part of the developmental process and not as an isolated event that takes place only when a disaster strikes. All disaster management phases and methods have to be mainstreamed into the larger development process by viewing disasters as developmental opportunities. Howsoever, contradictory it may appear, but it is true that whereas faulty development policies may lead to disasters, many disaster events also open up new possibilities of development. The onus of this astounding task rests on all the stakeholders in the process; namely the governmental, non-governmental, international, national and community organizations. One such important stakeholder is the National Disaster Management Authority (NDMA), and the other is the Indira Gandhi National Open University (IGNOU). These institutions have been doing a pioneering work in the field of disaster preparedness, training, education and awareness, both at theoretical, as well as empirical levels.

The Project on 'Capacity Building in Disaster Management for Government Officials and Representatives of Panchayati Raj Institutions & Urban Local Bodies at District Level' was undertaken on a pilot basis through the concerted efforts of these two stakeholders. The Project covered all the major facets of disaster management in an innovative and novel manner. This Report is based on the areas covered by the Project. It is divided into Seven Sections; namely Introduction, Changing Contours of Disaster Management, Need for Capacity Building, Factors that set the Project apart, Training Methodology, Project Analyses, and Future Perspective. It also gives a comprehensive set of Annexures at the end, which speaks volumes about the work undertaken during the Project's implementation, especially during the conduct of training sessions. It is anticipated that the NDMA and IGNOU will carry forward the outcome of this pilot Project to its fruitful culmination, through various interventions.

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## 1. INTRODUCTION

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Disaster management has become a pertinent area of concern ever since the Super Cyclone hit Orissa in 1999 with unimaginable ferocity and took a devastating toll on life and property. It brought with it a feeling of despair, helplessness and confusion amongst the governmental and non-governmental stakeholders engaged with disaster management. Thereafter, a paradigm shift, from reactive to proactive, was observed in the strategies towards disaster management. The high point was the passing of Disaster Management Act 2005, and several other endeavours by the stakeholders, especially in the areas of disaster preparedness, rehabilitation and building human capacities and coping skills. This Project on “Capacity Building in Disaster Management for GOs and Representatives of Panchayati Raj Institutions and Urban Local Bodies at District Level” was yet another effort towards building disaster management skills through training in capacity building. It was conceived and implemented as a joint effort on the part of the National Disaster Management Authority (NDMA) and Indira Gandhi National Open University (IGNOU).

Capacity Building is an area, which still needs to be improved on many fronts, despite the various governmental and non-governmental efforts in the past. Attempts to rectify the incongruities in this regard have not yielded very satisfactory results. We hear of disasters every day, but as far as management is concerned, our response is based more on conjecture than knowledge, research and awareness. There is more than adequate material available with policy makers and other stakeholders in disaster management. However, the translation of disaster management theory into action has always been uneven and superficial. The lacunae are so innumerable and deep that any effort towards plugging them seems small and insignificant. Recognizing the need to streamline efforts on capacity building in disaster management and weaving them in a training manual format, a Project initiative was taken up by the NDMA and the IGNOU.

The Project aimed to build and strengthen the capacity of the target groups in the areas of disaster prevention, preparedness, mitigation, response and recovery at the grassroots level. It was undertaken in selected 11 States, identified on the basis of their vulnerability to various natural and man-made hazards. These States were selected from all five Regions namely North-East (Assam, Tripura); North (Haryana, Himachal Pradesh, Uttarakhand); East (Bihar, Orissa, West Bengal); West (Maharashtra); and South (Andhra Pradesh, Kerala); covering the following 54 districts, 4 from Tripura and 5 from each of the other ten identified States under the Project:

- Andhra Pradesh: Anantapur, Mahabubnagar, Nellore, Prakasam, Srikakulam.
- Assam: Barpeta, Cachar, Dhemaji, Dhubri, Lakhimpur.
- Bihar: Madhepura, Muzaffarpur, Patna, Sitamarhi, Supaul.
- Haryana: Ambala, Gurgaon, Panipat, Rohtak, Yamuna Nagar.
- Himachal Pradesh: Chamba, Kangra, Kinnaur, Kullu, Mandi.
- Kerala: Ernakulam, Idukki, Malappuram, Palakkad, Wayanad.
- Maharashtra: Nasik, Pune, Raigarh, Satara, Thane.
- Orissa: Balasore, Bhadrak, Ganjam, Jagatsinghpur, Kendrapara.
- Tripura: Dhalai, North Tripura, South Tripura, West Tripura.

- Uttarakhand: Bageshwar, Chamoli, Pithoragarh, Rudraprayag, Uttarkashi.
- West Bengal: Bankura, Burdwan, Murshidabad, Purba Medinipur, South Dinajpur.

### **Project Objectives**

#### **The main objectives of the Project were to:**

- Build and strengthen the capacity of Government Officials ( GOs) and representatives of Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs) in the areas of disaster prevention, preparedness, mitigation, response and recovery;
- Encourage the GOs as well as PRIs' and ULBs' representatives to enlist the support of local institutions, NGOs, CBOs, etc., for community awareness, as well as capacitate the officials and local institutions to procure the support from other relevant quarters;
- Reinforce the skills of officials and representatives in appropriate hazard assessment, vulnerability analysis, resource analysis and local capacity assessment;
- Develop the required disaster management knowledge base of the GOs, as well as the PRIs and ULBs representatives;
- Formulate training modules, including standardized training methodology, technical support for organizing training programmes on emergency preparedness and management for the officials and representatives;
- Develop community based disaster management systems for their specific needs in view of the regional diversities and multi-hazard vulnerabilities through a consultative process;
- Disseminate important concepts of NDMA Guidelines in the various regional languages through multi-media technologies;
- Enable officials who are functioning at the district levels to be better equipped to deal with natural disasters such as earthquakes, floods, landslides and other natural phenomena that are likely to cause damage;
- Train the team of district officials to enable them to introduce basic guidelines/procedures and become aware of safety and evacuation techniques, as well as seismic-resistant constructions;
- Equip the functionaries at district level to immediately arrange for basic relief work, in case of common natural/man-made disasters without waiting for help/ instructions from external sources.

#### **The Main Stakeholders of the Project were:**

- National Disaster Management Authority (NDMA)
- Indira Gandhi National Open University (IGNOU)
- State Governments
- State Disaster Management Authority (SDMA)
- District Disaster Management Authority (DDMA)
- District Administration

The Project aimed at training the participants who were supposed to further help the community to undertake required tasks for effective disaster management.

## Mandate of NDMA and IGNOU

The two major stakeholders of the Project –NDMA and IGNOU, had a clear mandate to undertake capacity building training of disaster management representatives. The two organizations are working zealously in the area through various educational and research-oriented strategies.

The NDMA has the Prime Minister of India as its Chairman. Other members of the Authority, not exceeding nine, are to be nominated by the Chairman. The Chairman of the NDMA may designate one of the members to be the Vice-Chairman of the NDMA. The Vice-Chairman of NDMA has the status of Cabinet Minister and other members have the status of Ministers of State. The NDMA has been assigned the responsibility of laying down policies, plans and guidelines for disaster management for ensuring timely and effective response to disaster.



Source: NDMA Photo Gallery

### The NDMA has the following responsibilities to:

- Lay down policies on Disaster Management;
- Approve the National Plan;
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- Lay down guidelines to be followed by the different Ministries or Departments of the Government of India for the purpose of integrating the measures for prevention of disaster or the mitigation of its effects in their development plans and projects;
- Coordinate the enforcement and implementation of the policy and plan for disaster management;
- Recommend provision of funds for purpose of mitigation;
- Take such measures for the prevention of disaster, or mitigation, or preparedness, and capacity building for dealing with the threatening disaster situation or disaster as it may consider necessary;
- Provide such support to other countries affected by major disasters as may be determined by the Central Government;
- Lay down broad policies and guidelines for the functioning of the National Institute of Disaster Management (NIDM).

NDMA has issued many disaster specific and thematic guidelines on disaster management. It is in the process of implementing various mitigation projects namely NCRMP, NSSP; formulating many projects like NDCN, NERMP, and carrying out education and awareness programmes in the states.

IGNOU, on the other hand, has contributed significantly to the development of higher education in the country through the open and distance learning mode, ever since its establishment in 1985. IGNOU follows a learner-centric approach and provides seamless access to quality education, innovative learning, flexible methodology, Information and Communication Technology, professional skills and training. The education is disseminated in conventional, as well as emerging inter-disciplinary areas.

IGNOU is also doing extensive work in the area of disaster management education and training. An endeavour to this effect was undertaken when its Faculty of Public Administration, School of Social Sciences started a Project on Community Awareness on Disaster Preparedness (CADP) in the year 2000 in the states of Andhra Pradesh, Gujarat, Orissa, Rajasthan, and Uttar Pradesh. The objective was to generate awareness amongst community members on the different facets of disaster management. The strategy was to involve them in decision-making and disaster management structures and processes.



Source: IGNOU Photo Gallery

Besides, IGNOU's Faculty of Public Administration has two full-fledged Certificate and Post-Graduate Diploma Programmes on disaster management. There is a rich component on disaster management in its Masters Programme in Public Administration. The Faculty also plans to launch Masters in Disaster Management very soon. The Faculty members have undertaken serious research in disaster management, and have some very good publications on the subject to their credit. The Faculty has also organized two (National and International) Conferences on Disaster Management.

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## 2. CHANGING CONTOURS OF DISASTER MANAGEMENT

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Disaster management had generally been understood as management of disaster response that is management of disasters in their aftermath. For a very long time, we followed this reactive and not so preventive/preparedness oriented approach to disaster management. This changed globally with the initiation of the International Decade of Natural Disaster Reduction (IDNDR-1990-2000). The objectives of IDNDR were to enable all countries to have a comprehensive national assessment of risks from natural hazards, systematic mitigation plans at national and/or local levels, and ready access to global, regional, national and local warning systems.

Many worthwhile developments followed later, making disaster management a serious concern, linked intricately with global warming and environmental degradation. These were the Earth Summit (1992), and United Nations Framework Convention on Climate Change (UNFCCC-1992). A major Conference of the IDNDR programme was held in Yokohama in May 1994, where a plan of action for disaster reduction called the Yokohama Strategy was evolved. The World Conference on Natural Disasters at Yokohama in May 1994 was a crucial landmark in Disaster Mitigation and Preparedness Planning. The Strategy recognized risk assessment as a critical need and propagated a comprehensive prevention,

mitigation and preparedness strategy along with development of a culture of prevention. Other global developments have been the International Strategy for Disaster Risk Reduction, (ISDR-2000-2010), The Hyogo Framework for Action for a Safer World, Kyoto Protocol, Montreal Action Plan 2005 and so on. The recent one, in this long list of such developments, was the Bonn Climate Change Conference, June 2013.

In India, the change in approach to disaster management was witnessed with the implementation of the Tenth Five Year Plan. This Plan was prepared in the backdrop of Orissa Super Cyclone, Gujarat Earthquake and culmination of IDNDR. The Plan recognized disaster management as a development issue for the first time. The Tenth Five Year Plan Document incorporated a detailed chapter on Disaster Management. From a mitigation point of view, the Plan also promulgated a nationwide 'Culture of Prevention', through community preparedness. There was a provision for introduction of disaster management in school curriculum and relevant aspects of disaster management in professional courses. It made a case for enhancing the capacity of disaster managers by better training facilities, and creating mass awareness at all levels. Some of the outlined steps towards preventive planning that got spelt out clearly were:

#### TNA Workshop in Progress

- Introduction of a comprehensive process of vulnerability analysis and objective risk assessment.
- Building of a robust, comprehensive and sound information database.
- Creation of state-of-the art infrastructure based on frontline research.
- Establishment of linkages between all knowledge based institutions and developing a National Disaster Knowledge Network attuned to the felt needs of a multitude of users like disaster managers, decision makers, community and so on.



Source: OSDMA, Bhubaneswar, Odisha, September 6-7, 2010

A landmark development took place in the form of the Disaster Management Act, which was passed in 2005. It was enacted under the Social Security and Social Insurance subject of the Concurrent List of the Constitution of India. The Act provides for the pre-requisite institutional mechanism for monitoring and implementation of the plans, and ensuring measures by various wings of the Government for disaster prevention and mitigation aspects. In tune with the paradigm shift, the State Governments were advised to amend their Relief Codes to incorporate the changed provisions. The revised codes were also meant to institutionalize the process of disaster management.

Eleventh Five Year Plan (2007-12) aimed at further consolidating the process initiated by the Tenth Five Year Plan, by giving impetus to projects and programmes that could develop and nurture the culture of safety. It called for integration of disaster prevention and mitigation into the development process. The Plan focussed on the role of NGOs as planners, implementators and consultative partners in the projects/programmes identified as a priority in the Eleventh Five Year Plan. Specific actions

included delivering best practices and demonstration projects, promoting employment based mitigation, sustainable capacity building and pro-active engagement of communities in spreading the culture of safety.

Another major development was the finalization of the National Policy on Disaster Management. Major Objectives of the National Policy on Disaster Management are:

- Promoting a culture of prevention, preparedness and resilience through knowledge, innovation and education.
- Encouraging mitigation measures based on technology, traditional wisdom and environmental sustainability.
- Mainstreaming disaster management into the developmental planning process.
- Establishing institutional and techno-legal frameworks for disaster management.
- Ensuring efficient mechanism for identification, assessment and monitoring of disaster risks.
- Developing contemporary forecasting and early warning systems
- Ensuring efficient and caring response and relief system.
- Undertaking reconstruction as an opportunity to build disaster resilient structures for ensuring safer living.
- Promoting a productive and proactive partnership with the media for disaster management.

The Thirteenth Finance Commission (FC) recommended that the existing National Calamity Contingency Fund (NCCF) be merged into the National Disaster Response Fund (NDRF) proposed under Section 46 of the DM Act 2005. It covers calamities of cyclone, drought, earthquake, fire, flood, tsunami, hailstorm, landslide, avalanche, cloud burst and pest attack. NDRF is classified in the Public Account in Sub-Section (b) Reserve Funds not bearing interest of the GoI under National Disaster Response Fund major head 8235-‘General and other Reserve Funds’- 119. Funds are to be credited into NDRF in accordance with the provisions of DM Act. Likewise, State Disaster Response Fund (SDRF) which has replaced the earlier Calamity Relief Fund is a Fund constituted under Section 48 (1a) of DM Act. SDRF shall be used only for meeting the expenditure for providing immediate relief to the victims of Disasters, as identified for NDRF grant. The SDRF is constituted in Public Accounts under the Reserve Fund bearing Interest in the Major Head: 8121. It is pertinent to mention that NDMA has made the important recommendations to highlight the disaster management concerns for financial allocations. These include: Funding of National and State level Mitigation Projects; Constitution of Disaster Response Fund at the National, State and District levels; Constitution of Disaster Mitigation Fund at the National and State Levels; and Enlargement of the scope of disasters for relief to include some more natural hazards afflicting different parts of the country like frost, cold wave, heat wave, lightning, river and sea erosion. Besides these, it has also been recommended that man-made calamities occurring due to Chemical, Biological, Radiological and Nuclear origins should also be considered.

The changing contours of disaster management have paved the way for a new thinking on the issue. There have been many efforts to comprehend the subject more systematically. Disaster management has become a continual process. Stakeholders in disaster management are involved in all the phases of DM cycle, which talks about systematic strategies at preparedness, mitigation, response, rehabilitation and recovery levels in order to cope with disaster aftermath (*See Annexures 2 & 3*). The Project’s

focus on capacity building is in agreement with the new pathways, and this new vision adopted for disaster management, which the Project also reinforces, emphasizes on :

- Preparedness rather than post-crisis management.
- Coordinated participatory approach.
- Technology upgradation and deployment.
- Information as a tool of disaster management.
- Recognition of linkages between disasters and development.
- Connecting specific programmes for management of natural disasters.
- Forecasting and warning using latest technology; and
- Disaster management as a continuous and integrated part of development process.

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### **3. NEED FOR CAPACITY BUILDING**

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Capacity building is integral to disaster management. The programmes in disaster mitigation and recovery cannot be successful without building adequate capacities. Though the focus on capacity building has resurfaced with the new vision on disaster management, the efforts towards building capacities have not been very systematic. This Project not only aimed at building capacities of the grassroots level stakeholders in disaster management, it meant to follow a comprehensive and scientific approach to achieve its goals. This is visible through its emphasis on 4 factors:

1. Comprehensive formulation of Project objectives.
2. Conduct of Training Needs Analysis or TNA.
3. Preparation of Knowledge, Skills and Attitude or KSA schedules for the target group.
4. Administration of Face-to-Face Training Programme (FFTP) Sessions in all targeted districts on the basis of systematic session plans, emerging out of TNA.

The Project underlined the pertinence of training and its potential in building, strengthening and enhancing the capacities of individuals, organizations and communities. Its attempt to garner KSAs through systematically administered TNA exercise emphasised the need for planned processes of 'Education' and 'Training' through 'Knowledge' and 'Learning'. With regard to managing disasters, the Project accorded a very important place to training and highlighted the objectives and essentials of training.

If we look at the meaning of capacity building, it can be seen as a by-product of effective training and learning. As per the United Nations International Strategy for Disaster Reduction (UNISDR) definition, 'Capacity is the combination of all the strengths and resources available within a community, society or organization that can reduce the level of risk or the effects of a disaster'. Capacity may also be described as physical, institutional, social or economic capability. The Project emphasized the fact that appropriate levels of training and knowledge are required for adequate capacity development, which is instrumental in determining what people do with available resources in times of crisis to reduce the damaging effects of disasters. Assessing capacities of people at risk is a very important step in choosing strategies for community disaster risk reduction, and capability or capacity building. In line with this explanation of

the term capacity, the Project focussed its attention on the most crucial stakeholder in disaster management, that is., the community, as it is the first responder in all the phases of disaster management. Community, as per the Project hypotheses, can be involved in capacity building through:

- Disseminating relevant information on relief work to the community through meetings, distribution of pamphlets and leaflets, as well as use of community radio.
- Generating awareness on the need to ration relief supplies and hygiene maintenance.
- Impressing upon the community to keep their temporary shelters as clean as possible, and take recourse to immunization programmes.
- Telling community to take cognizance of the advice given by the health workers and doctors in the area.
- Organizing regular meetings with community and community leaders.
- Involving people in preparing relief schedules and allotting them specific relief duties.
- Generating awareness on traditional wisdom to cope with crises.

#### TNA Workshop at Agartala



*Source:* State Institute of Public Administration and Rural Development, Agartala, October 19, 2010.

Highlighting the utility of community capacity building, the Project focussed on Community Based Disaster Management (CBDM) in detail. CBDM plans to safeguard lives, livelihood and property, and seeks to involve community or people in disaster preparedness. Communities are the first responders in the event of any disaster and the representatives of local administrative bodies have a critical role in adoption of the new culture of disaster management in India. People can be a source of useful indigenous ideas, they can help adopt technical inputs emanating from outside, they can get their goals reflected in development policies, they can set an example to

others by testing new knowledge, skills, techniques; and they can increase the possibility of coordinated action to help in mitigating disasters. The importance of CBDM was adequately brought forth by the Project. It underlined the key ingredients of disaster management with a community perspective. The focus was on long-term or sustainable livelihood approach and alternative livelihood opportunities. The running theme of the Project was community capacity building as it tried to develop skills and attitudes, not to forget a knowledge base for the same. It emphasised the view that community participation is a process that serves one or more of the objectives: related to increasing empowerment, building beneficiary capacity, enhancing project effectiveness, and sharing project costs.

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## 4. FACTORS SETTING THE PROJECT APART

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There are many factors that set this Project apart from similar efforts in the field. These are:

### *4.1 Connect between Disasters and Development*

The Project amply highlighted the connect between disasters and development by focussing on mainstreaming disaster management programmes. It also underlined disasters as development opportunities. The Project brought home the point that while disasters are calamitous events, lessons learnt and incorporated into long-term development planning may serve to minimize future vulnerability. Disasters are also our little windows of development. Paradoxically, ample opportunities for growth and prosperity are thrown open in the aftermath of disasters. If these are put to right use, disasters can be converted into development processes. The Project reinforced the point that the destruction of unsafe infrastructure and buildings could provide an opportunity for rebuilding with better standards, or even relocation from a vulnerable site to a less vulnerable one.

The Project focussed on disaster-development interface that could make disaster risk reduction strategy a reality. There are many measures that can be adopted to build an interface between disasters and development. It is a protracted process, which can be facilitated by effective resilience, training, education, capacity building, and information dissemination efforts. Mainstreaming implies that at conceptualization or funding stage itself, the development schemes should be designed with consideration of some potential hazardous impact associated with it; and incorporate measures for mitigation of the same. The Project underlined this point and called for a critical review of each activity that is planned, not only from the perspective of reducing the disaster vulnerability, but also from the point of view of minimizing that activity's potential to the hazard. Every development plan has to incorporate elements of impact assessment, risk reduction, and the 'do no harm' approach. The aim being to ensure that all newly built structures and those under construction are disaster resilient and those which have already been constructed are selectively retrofitted in accordance with priority. An often quoted phrase, which the Project reiterated in its printed material is; "Development should be such that guards against disasters, development in itself should not give rise to disasters".

In the contemporary context, the Project noted that disaster management is being mainstreamed into the development planning process through: structural measures, non-structural measures and mitigation projects. Under structural measures, all new projects/programmes are being revisited in order to incorporate disaster management concerns to ensure disaster resilience. All the development schemes are expected to show pragmatism, incorporating the awareness of local disaster risk and vulnerability, and ensuring that the schemes address these concerns, and include specific provisions for mitigating disaster concerns. A futuristic perspective, as reasserted by the Project findings, would have to look into the contours of disaster-development interface and come up with a systematic disaster recovery strategy. Non-structural measures would incorporate legislation, and other such instruments as building bye-laws, land-use regulations, which create an enabling regulatory environment. Mitigation projects would be taken up to enhance the status of preparedness in the country.

Linking of Disaster Relief, Rehabilitation with Development (LRRD) is the new approach, which finds a due place in the Project. Disasters often focus on relief aid and rehabilitation investment; thereby providing developmental opportunities that have been previously unavailable. There is, thus, a significant relationship in the way disasters and development affect one another. In the present scenario, disasters can no longer be viewed as random occurrences caused by nature's wrath. The relationship between

disaster management and environmental protection thus needs to be examined against the backdrop of the disaster-development matrix, which falls under the LRRD, as well as the Sustainable Development (SD) Framework. This is a new perspective that is gaining relevance with regard to convergence of relief, rehabilitation and development. The Project highlighted the basic premise for LRRD, which holds the key to future strategies towards disaster rehabilitation. It reinforced the point that development policy often ignores the risks of disasters and the need to protect vulnerable households by helping them to develop appropriate ‘coping strategies’. If relief and development were to be linked, these deficiencies could be reduced. A comprehensive long-term recovery plan should keep into view the interlinkages between all the stages of disaster management continuum as well as the ‘connect’ between disaster rehabilitation, reconstruction and larger developmental planning.

Close to LRRD is the Rehabilitation-Reconstruction-Tracking Matrix or Rehabilitation Reconstruction Development (RRD) linkage, which is being produced. Its objective is to provide salient information on the overall recovery effort. The Project underlined the features of this pertinent Matrix, which is aimed at bringing together information from tsunami-affected countries with regard to the nature of work in the area, functions of stakeholders, monitoring and evaluation of impact; and availability of resources. The Matrix is designed to give information at the regional, sectoral and project levels: It is expected to provide a comprehensive view of rehabilitation and long-time recovery. A few important factors that the Project took note of are:

- The “backward” and “forward” linkages between political, developmental, relief and rehabilitation operations constitute a complex network of relationships.
- The structure of the document on RRD continuum, which should be seen in a holistic way and need not be considered in a linear manner.
- Importance of introducing gender analysis into the RRD response, so as to avoid further marginalization of women and the other disadvantaged groups.

It is not very often that these linkages between disaster relief, rehabilitation, recovery and development are discussed in disaster management Projects. The significant components of disaster-development interface rarely find a mention to this an extent as covered by this Project. The uniqueness of this Project lies in the fact that it was able to juxtapose disaster management with larger developmental process, at least at the vision level. The hope that this vision will translate into reality is reinforced by the inter-linkages underlined by the Project.

#### *4.2 Sustainable Development and Traditional Wisdom*

The Project tried to describe disaster management on the sustainable development matrix by making a statement to revive the traditional systems of living in harmony with nature. By focussing on access to sustainable livelihood options, it made a case for consolidation of past initiatives and best practices, as well as their institutionalization. It asserted that in order to promote environmental protection and create long-term vulnerability reduction conditions, a ‘sustainable livelihood framework’ is urgently required. The livelihood approach that it advocated connotes an increase in economic opportunities of work without degrading the natural environment. The approach aims at:

- Understanding the various factors, which influence people’s choices.
- Creating livelihood options.

- Pursuing equitable and environment friendly growth.
- Involving both content and quality of growth.
- Preventing acts of nature from becoming disasters.
- Mitigating the conflict between development and environment.

**Group Photo of Orientation Workshop for Centre Coordinators, Resource Persons and Nodal Officers**



**Source:** Himachal Pradesh Institute of Public Administration, Shimla, Himachal Pradesh, April 10, 2012.

Through its Training Manual, the Project brought forth many environment-friendly traditional practices. The Project analysed the reasons behind abandonment of traditional practices and the increasing dependence on external agencies to withstand the disaster aftermath. At a time when a thoughtful blend of the 'old' and the 'new' is required, the Project took note of the sad loss of traditional wisdom to a haphazard approach towards modern development. The Training Manual of the Project mentioned many traditional methods

bequeathed to us, which were quite scientific in their own ways. The Traditional water harvesting methods that Project highlighted were the 'Virdas' of Gujarat, 'Kundis', 'Rapats', 'Tobas' of Rajasthan, 'Kuhls' of Himachal Pradesh, 'Palliyals' of Kerala, 'Phad' system of Maharashtra, and 'Ahars' and 'Pynes' of Bihar. Traditional earthquake resistant house building techniques highlighted in the Project were the 'Dhajji-Diwari' buildings in Srinagar, 'Kat-Ki-Kunn' houses in Kullu Valley, 'Pherols' of Uttarkhand Region and, 'Sumers' (Watchtowers) of Rajput families from Rajasthan. Traditional Cyclone Preparedness measures that the Project made a mention of were wrapping of all available seeds, rice, pumpkin, paddy and burying them underground before moving to safer places, doing away with planting of big huge trees near houses, predicting by observing the colour of clouds, growing banana trees, observing animal and bird behaviour for predictions, and so on.

The Project underlined the utility of indigenous knowledge in the present context, as it is locally bound, culture-and context-specific, and non-formal in nature. Such knowledge is orally transmitted, generally not documented, dynamic and based on innovation, adaptation, and experimentation. This component of traditional wisdom sets the Project apart as it weaves together multiple traditional coping strategies at one place. In the race for speedy development and urbanization, we are losing our grip on indigenous survival techniques. The Project drew home the point that we should develop skills to offset the negatives of development. We should not let development offset our traditional knowledge and skills cherished since generations.

**Inauguration of FFTP by Shri M. Maheedhar Reddy, Minister for Municipal Administration and Urban Development, Andhra Pradesh.**



*Source:* TRR Government Degree College, Kandukuru, District Prakasam, Andhra Pradesh, November 4, 2012.

### ***4.3 Participation of all Stakeholders***

Yet another component that renders uniqueness to the Project is its participatory and democratic approach to disaster management. Disapproving of disaster management as a sole/single operator activity, the Project looked into the issue from a multiple-stakeholder point of view, be it government or non-government. It focussed on many stakeholders such as:

- Governmental Agencies such as district administration, DDMA, SDMA
- PRIs and ULBs
- NGO s and other Civil Society Organizations (CSOs)
- Nehru Yuva Kendra Sangathan (NYKS)
- Civil Defence (CD)
- Armed Forces
- Police Personnel
- Fire Services
- National Disaster Response Force (NDRF)
- Communities at Risk

- Corporate Sector and Market Associations
- Donors, including the UN and other International Agencies

The activities of these stakeholders are facilitated by efficient coordination techniques. The Project discussed at length one such technique, that is, the Incident Response System (IRS) mentioned in the NDMA guidelines to support its focus on democratic stakeholders' participation in disaster management. The NDMA guidelines recommend that there will be Incident Response Teams (IRTs) at the State, District, Sub-Division, and Block levels comprising players like Responsible Officer (RO), Incident Commander (IC), Operation Section Chief (OSC), Planning Section Chief (PSC) and Logistic and Finance Section Chief (L&FSC). The guidelines have given a suggestive list of officers who can perform the concerned activities. The idea is to pre-designate officers to perform different functions and to train them on their responsibilities so that whenever there is a disaster, everyone knows who has to perform what duty and how will it be done. This will remove adhocism in responses and make the response process smooth and effective. The Chief Secretary (CS) and District Magistrate have been designated as RO and overall in-charge of Disaster Response in their jurisdiction. A holistic and integrated approach towards disaster management concentrating on coordination of all stakeholders involved is emphasised. This unique IRS gives the Project an edge over other such Projects in the area, as the detailed response structures of stakeholders are discussed in detail.

The Project spoke about certain objectives of stakeholders' participation in disaster management. These are:

- Reduction of the risks associated with disasters through timely measures, short-term and long-term policies.
- Provision of required assistance to communities during and after the disasters; and
- Rapid and sustained recovery and rehabilitation after the occurrence of disasters.

The *advantages* of community participation, the most crucial stakeholders' participation, were clearly brought out by the Project. These are:

- Dissemination of information.
- Systematic identification of problems.
- Generation of innovative ideas/solutions.
- Higher levels of motivation.
- Cost-effective decision making.
- Optimum mobilization and utilization of local resources.
- Faster communication.
- Resolution of conflict.
- Vulnerability and Risk Assessment.
- Facilitation of Mock Drills.

- Creation of avenues for alternative employment.
- Participatory decision making at local levels.
- Effective and speedy monitoring and evaluation.
- Lesser dependence on governmental and non-governmental bodies.
- Creating linkages between research and development programmes.

Most importantly, the Project stressed on the role of Village Level Development Committee (VLDC) in facilitating stakeholders' participation: VLDC is provisioned to be formed in each village and is responsible for initiating disaster preparedness activities. It consists of:

- Locally elected representatives, grassroots government functionaries.
- Local NGOs/Community Based Organizations (CBOs).
- Members of youth groups such as the National Service Scheme (NSS) and Nehru Yuva Kendra Sangathan (NYKS), women groups, youth club members, grassroots level government functionaries, etc.
- The size of a Village Disaster Management Committee (VDMC) is based on the population and needs of the villagers. The Head of the VDMC takes a lead in mobilizing the community for preparation of the CBDP plans.

This feature made this Project different from those in similar areas, as it laid emphasis on participatory approach to disaster management. Specifically, it highlighted the role of almost each and every stakeholder in the task of managing disasters, howsoever big or small. Most important was its focus on the community, the first responder and most integral stakeholder in the entire process of mitigating disaster impact.

#### *4.4 Mainstreaming Disaster Risk Reduction (DRR)*

The Project laid emphasis on critical entry points that could mainstream disaster risk reduction. Mainstreaming Disaster Risk Reduction is basic to disaster-development interface. It is a process that fully incorporates the concerns of disaster preparedness, prevention and mitigation into development and post-disaster recovery policy, as well as practice. It means completely institutionalizing Disaster Risk Reduction (DRR) within the development and recovery agenda. Accordingly, a few broad objectives of mainstreaming DRR into development that the Project highlighted include: ongoing schemes and projects of the Ministries and Departments of Government of India and State Governments, as well as of all government agencies and institutions, including Public Sector Undertakings, which will be selectively audited by designated government agencies for ensuring that they have addressed the disaster risk and vulnerability profiles of the local areas, where such schemes and activities are being undertaken. The Project accentuated this development model in some detail. The Project showed that unless the aftermath of a disaster is turned into a development model opportunity, with due focus on the requirements of target group, availability of infrastructure, opportunities for livelihood, mobilization of resources and agencies involved, disaster risk reduction through disaster-resistant construction would just remain a superficial exercise.

The Project underlined the significance of post-disaster reconstruction, which is a process or a development attempt that helps the community not only to overcome damages due to disasters, but

also to help the community to upgrade its existing infrastructure to withstand future catastrophes. All phases of disaster management cycle have to be a part and parcel of DRR. Disaster-resistant construction, though a very pertinent disaster risk reduction method, becomes redundant if seen in isolation from the broader economic, social and cultural requirements of the target groups. The Project endeavoured to integrate all development programmes and disaster risk mitigation strategies. It laid down that all development projects must see to it that no construction is allowed in disaster vulnerable areas such as hilly and steep slopes. The development programmes should also not increase the vulnerability of disaster prone areas. All risk reduction strategies draw sustenance from disaster-development interface.

The Project amplified the relevance of Disaster Risk Management Programme (DRMP), which was taken up with the assistance from UNDP, United States Agency for International Aid (USAID), Department for International Development (DFID), Disaster Preparedness European Commission's Humanitarian Aid Department (DIPECHO), Government of Japan, United Nations International Strategy for Disaster Reduction (UNISDR) in 169 highly hazard prone districts in 17 States, including the North Eastern States during 2002-09. The Programme aimed to minimize losses of development gains from disasters and reduce vulnerability.

The major pillars of disaster management that are relevant for DRR, and which the Project aimed at strengthening included:

- Public health measures for containment of outbreak of disease.
- Incident Response System (IRS).
- Community participation.
- Communication network.
- Capacity development of various linkages and support functions.
- Identification and integration of differential gender and class vulnerabilities.
- Specialized incident-site and hospital capabilities to handle Chemical Biological Radiological Nuclear (CBRN) casualties.
- Human resource development by training manpower.
- Resource mobilization based upon the nature of disaster.
- Adoption of new technologies used worldwide for effective mass casualty management.
- Mechanism and capacity development to deal with public emergencies.
- Public-Private Partnership towards development of regional consortiums for critical care.
- Critical entry points to mainstream risk reduction.
- Development of risk financing and risk transfer instruments.

## FFTP Banner



The banner features a green background with a dark green border. On the left is the NDMA logo, and on the right is the IGNOU logo. The text is centered and reads: 'Two Days Face - To - Face Training Programme', 'National Disaster Management Authority ( NDMA )', and 'INDIRA GANDHI NATIONAL OPEN UNIVERSITY ( IGNOU )'. Below this, a dark blue box contains the title: 'Capacity Building in Disaster Management for Government Officials, Representative of Panchayathi Raj Institutions and Urban Local Bodies at District Level'. At the bottom, it lists the location: 'IGNOU SPECIAL STUDY CENTRE, AKSHAYA E CENTRE, AMAKKULAM, VADAKKENCHERY, PALAKKAD'.

*Source:* IGNOU Special Study Centre, Palakkad, Kerala, September 3, 2012.

Besides, the Project outlined the role of NDMA by highlighting the steps it has initiated for launching national level mitigation projects for the management of earthquakes, cyclones, floods, droughts and landslides. The objective is to strengthen the disaster communication network up to the last mile connectivity, and set up national disaster mitigation reserves. The Project made note of the work on risk assessment and vulnerability analysis, micro-zonation and hazard-zonation mapping, etc., that has also been initiated with the involvement of various stakeholder groups. The following are the Projects taken up by the NDMA:

- National Cyclone Risk Mitigation Project (NCRMP)
- National Earthquake Risk Mitigation Project (NERMP)
- National Disaster Communication Network (NDCN)
- National School Safety Pilot Project (NSSPP)
- National Landslide Risk Mitigation Project (NLRMP)
- National Flood Risk Mitigation Project (NFRMP)

### 4.5 Gender Mainstreaming

The fifth unique component of this Project was of gender mainstreaming. The Project brought out the need for a sensitive attitude towards the vulnerable sections of society, especially the women. The focus was on gender analysis, which helps to clarify the specific and often different capacities, vulnerabilities, needs and coping strategies of men and women. The Project stressed the fact that established patterns of gender inequality and inequity could be explored, exposed and addressed. This may provide opportunities and entry points to develop programmes that support efforts to build more equitable gender relations. Gender analysis, as put forth in the Project's written material and analyses, essentially:

- Examines the differences in women's and men's lives, including those which lead to social and economic inequity for women, and applies this understanding to policy development and service delivery concerned with the underlying causes of these inequities.

- Aims to achieve positive changes for women gender mainstreaming, which is a strategy for making the concerns and experiences of women and men an integral part of the design, implementation, monitoring and evaluation of policies and programmes, in all political, economic and societal spheres, so that men and women benefit equally, and inequality is minimized.

The Project paid attention to the fact that ultimate goal is to achieve gender equality. Gender mainstreaming is a process that goes beyond focussing on women in isolation, to look at both women and men as

### PRIs Participants in FFTP at Patna



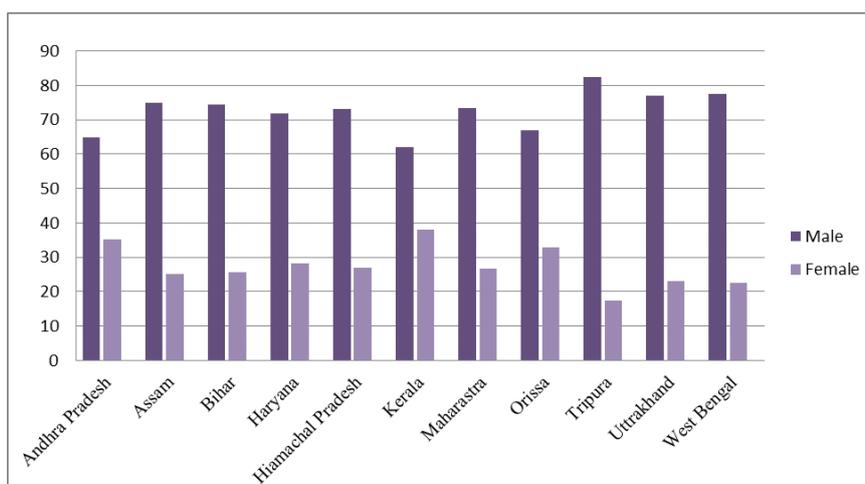
Source: Prof. G.P.Sinha Centre for Disaster Management and Rural Development, Patna, Bihar, June 26, 2012.

actors in and beneficiaries of development, and how their rights are defined relative to each other. It also ensures that women and men have equal access and control over resources, development benefits and decision-making, at all stages of the development process, project, programmes and policy. This was reflected clearly by the Project.

The Project was quite successful in enlisting women's participation in FFTPs, thereby fulfilling its goal of gender mainstreaming to an extent. In Andhra Pradesh, 485 women participated as against 891 men, which is quite satisfactory. Assam though had 384 women, whereas men were 1148 in number. In Bihar again, participation of women was average at 400 and men were at 1164. The state of Haryana, which does not have a culture of

sending its women out to work, also showed a fairly good number in terms of participation. 420 women participants showed up here, though men far outnumbered them at 1074. Himachal Pradesh also had a good record in numbers. Over here 417 women participated as against 1331 men. Kerala certainly lived up to its reputation, and here women's number was as high as 519 as against 845 men. Maharashtra showed 483 women participants and 1131 men in its FFTPs. In Orissa, 469 women participated as against 954 men. In Tripura however, women's participation was not too high. Over here, women participants were 216 in number, against 1018 men. In Uttarakhand, the figure for women participants was 413 and for men it was 1379. In West Bengal, it was only 298, whereas men were 1030. Even though participation of men was much higher than women in most states; it was as high as 11856, that is 71.95 per cent, women's participation can still be considered to be satisfactory. 4623 women participants is a very good figure, given the socio-cultural scenario in rural areas and small towns. We should also keep in view the fact that reservation for women in local bodies only happened after the 73<sup>rd</sup> and 74<sup>th</sup> amendments. 28.05 per cent participation by women in the FFTPs only reiterates the Project's aspiration for gender mainstreaming (*See Annexure 12*).

### Demographic Participation in FFTPs



#### 4.6 Psycho-social Support in Disaster Aftermath

A very relevant component of the Project was its emphasis on stress management and psycho-social care of disaster victims, especially the children, elderly and women. Not generally dealt in training manuals or workshops of projects on disaster management, this coverage of the topic in the Project sets it apart from similar projects in the area. The psycho-social support in the post-disaster phase should be handled professionally to promote safety and protection of the survivors against the psycho-social trauma. It is the first line response that needs to be integrated with the general response and it can be given by any type of responders in disasters. The Project emphasised the fact that Psycho-Social Support for Affected (PSFA) was an integral part of emergency health response plan, and PSFA training and skills could be given to hospital emergency para-medics, ambulance crew, community level workers, students and other first responders based on the modules prepared by the nodal agencies. It called for integrating Psycho-Social Support for Mental Health Sciences (PSSMHS) with the general health-care to facilitate early identification, management, referral and follow up of PSSMHS problems, along with the medical problems. It drew attention on the necessity for development of 'All Hazard' Implementation Strategy and outlined the requirements for development of a PSSMHS action plan by the nodal ministry.

Laying focus on Post-Traumatic Stress Disorder (PTSD), the Project called upon for an understanding of disaster-induced stress and trauma, which are 'normal' reactions to 'abnormal' situations. It underlined the importance of efforts that need to be taken to minimize stress, shock and denial. Thoughts and behaviour patterns are affected by the trauma, so the Project drew attention to observing victim's behaviour carefully and taking note of trigger factors. The Project gave a detailed list of 'Things to Do' in case of emotional breakdown of trauma victims, especially children, women and elderly. It laid focus on international standards, involvement of professional groups, right exercise regimen, healthy diet plan, and interactive sessions to deal with stress and trauma.

#### 4.7 Preparation of Training Manual

Training Manual is generally a part of the theoretical component of many Projects, but this Manual including 4 Booklets and 1 Handbook had certain specific features, not usually seen in the disaster management project manuals. A novel component of the Manual Booklets was its section on 'Concepts

to Remember'. Other new concepts included Graphics, Did You Know Sections and Skill based Exercises. Generally, training material is focussed more on skill and attitude inculcation and less on knowledge infusion. This Manual attempted to rectify this by introducing the innovative section on Concepts to Remember in all its Booklets, covering a wide range of topics pertaining to knowledge on disaster management through its sections.

The *first* Booklet endeavoured to familiarise the target group with all Constitutional provisions and policies with regard to disaster management; besides dealing with the role of the authorities and organizations in the field, including the NDMA and IGNOU, as well as PRIs and ULBs. It made note of all the major landmarks in disaster management at the national and international levels. Section 1 of the Booklet introduced the objectives, purpose, and modalities of the Project. The general purpose of the Training Manual, of which the Booklet was an integral part, was clearly brought out through a discussion on dissemination of Knowledge, Skills and Attitudes (KSAs), with a focus on the inter-linkages between education and training, based on knowledge and learning. The major goals of the Project were described at length. The Section gave an insight into the KSA requirements of the target group functionaries; and provided specific ways of using the Manual, underlining its broad overview.

Section 2 of Booklet *One* on 'Disaster Management: Conceptual and Institutional Framework' explained the meaning of the concept of disaster, clearly highlighting its characteristics and objectives. The distinction between a hazard and a disaster was also brought out. The Section described the meaning of risk, vulnerability and capacity: the three pertinent features which vary in degree, and influence the impact of disasters. Typology of disasters, nature of disasters and disaster management phases were also dealt with in the Section. It gave a detailed list of key words with their explanations. National landmarks in disaster management such as the 73rd and 74th Constitutional Amendments, Eleventh Schedule, Twelfth Schedule, Eleventh Finance Commission, Disaster Management Act 2005, National Disaster Management Policy 2009, etc., found a major place in the Section. Likewise, it talked of International Agreements in detail. The Section also discussed the types of financial arrangements for disaster management. The role of different stakeholders in disaster management at the central, state and local levels was systematically brought out.

The *second* Booklet entitled 'Disaster Preparedness and Mitigation' carried forward the emphasis on knowledge building and described the components of preparedness and mitigation; bringing out the role of NDMA and other governmental and non-governmental agencies in the area. It detailed three types of preparedness; namely Target-Oriented, Task-Oriented and Disaster-Oriented Preparedness. The focus was on specific livestock preparedness plan, composite health plan, community based disaster management plan and coordination plan. Task-oriented preparedness included exercises of mapping, coordinating, planning, training, recruiting and forming task force. The major focus was on Psycho-Social Support and Mental Health Services. It brought out the role of institutional and functional mechanisms/strategies in preparing for disasters. It discussed the concept of preparedness and mitigation, underlining the relationship between the two. The disaster preparedness framework in India was described in detail.

The *third* Booklet on 'Responding to Disasters' focussed more on skill and attitude training. It clearly brought out the relevance of Search and Rescue; highlighting its basics and characteristics. The aim was to train the target group in skills required for Incident Response System, Damage Assessment, Relief Distribution, Shelter Management, Health Planning, Water Purification, Sanitation Options, Warehouse Maintenance, Relief to Livestock, Stress Management and Logistics Management. This was dealt with reference to specific natural disasters. The Booklet explained disaster response management under

## Going through the Training Manual

two broad categories, namely Disaster Response Management for Response Activities and Disaster Response for Specific Disasters. Response activities focussed on different response tasks such as Incident Response System, damage assessment, relief distribution, health planning, shelter management, water purification, sanitation options, logistics management, stress management; and relief to livestock. Responding to disasters such as earthquakes, fires, cyclones and floods formed a part of disaster-specific response management that the Booklet highlighted. The



**Source:** Bankura Christian College, Bankura, West Bengal, September 16, 2012.

Booklet also explained the functions of various response teams like carcass disposal, shelter management, water and sanitation, quick first-aid, damage assessment, trauma counselling, as well as medical assistance and first-aid.

Booklet *fourth*, the last one of the Training Manual, was divided into 2 Sections. The first Section on 'Disaster Recovery' dealt with the characteristics, principles and typology of rehabilitation. It brought out the reconstruction strategies for different disasters, especially the earthquakes. Section 2 was on the 'Road Ahead' and gave a futuristic perspective on disaster management by highlighting the crucial components of the interface between disasters and development, Sustainable Development Framework and Relief-Rehabilitation Development Continuum. Many new developments/ initiatives taken by various organizations in disaster management, especially the NDMA were brought out. Most importantly, this Section highlighted the role of PRIs and ULBs under the 11<sup>th</sup> and 12<sup>th</sup> Schedules of the Constitution.

In addition, useful reference material was prepared in the form of a functional Handbook for ready use of the micro-level disaster management personnel. This 'Handbook for Effective Disaster Management at Micro Level' was conceived as a compendium of roles of Key Line Departments in disaster management at District Level, viz Revenue; Police; Irrigation; Health; Agriculture; Animal Husbandry; Water Supply and Sanitation; Forest; Public Works Department (Buildings & Roads); Power Supply; Transport; and Food and Civil Supplies. Likewise, in keeping with the fact that the elected Local Bodies also have an important role to play in disaster management, the Handbook contained Preparedness Checklists for the elected representatives of the PRIs and ULBs to enable them to work effectively on the various facets of disaster management. The Handbook lucidly underlined the important Do's and Don'ts for major disasters namely, Flood; Cyclone; Tsunami; Drought; Earthquake; Landslide; Fire; Heat Wave; Epidemics; Chemical, Biological, Radiological and Nuclear (CBRN) Disasters. With its focus on role, checklists and Do's and Don'ts, the Handbook emphasized the connect between development and disasters, as well as the need for mainstreaming disaster management into the development process.

#### 4.8 Unique Training Approach

Another feature that set the Project apart was its training approach. The Project took a scientific route to understanding capacity building requirements through a detailed Training Needs Analysis (TNA). On the bases of the TNA, it prepared a comprehensive Knowledge, Skills and Attitudes (KSA) input for the grassroots functionaries. It even culled out disaster management tasks for the local level functionaries, emanating from the 11<sup>th</sup> and 12<sup>th</sup> Schedules under the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments (See

*Annexure 6*). The Project was methodical in outlining the role of resource persons, nodal officers and centre coordinators. This unique training methodology is detailed in our next section.

#### Carrying a Victim



**Source:** District Institute of Education and Training, Rudraprayag, Uttarakhand, August 24, 2012.

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### 5. TRAINING METHODOLOGY OF THE PROJECT

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As far as methodology is concerned, the Project was unique and rather comprehensive in reaching out to as many representatives and GOs as possible. From each district, 300 people were sought to be trained under the Project, out of which 75 Government Officials (GOs) and 225 representatives of PRIs and ULBs were to be trained. Thus, in all, 16,200 GOs and representatives of PRIs/ULBs s were to be trained in Disaster Management under this Project.

In the identified 54 multi-hazard districts, a systematic methodology was adopted under the Project, which included:

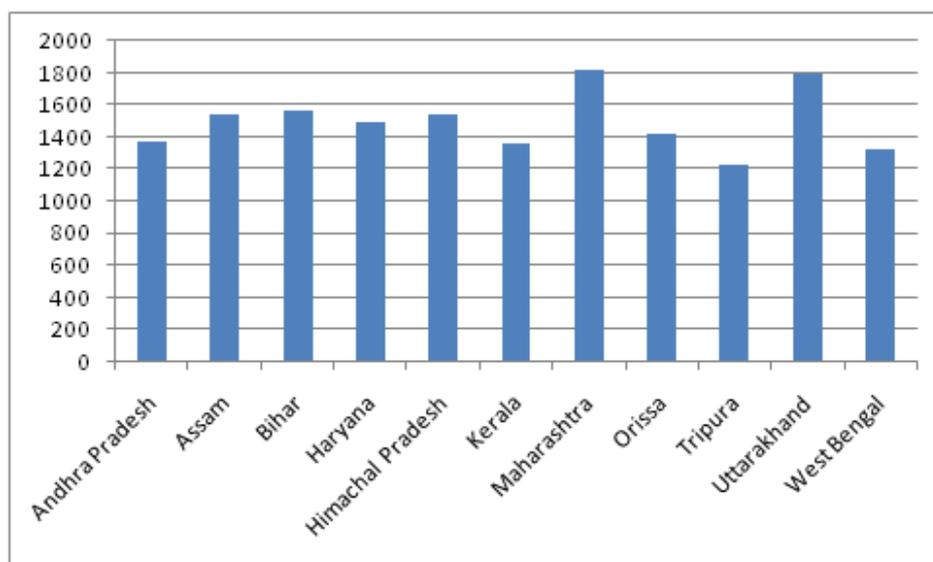
1. Identification of Administrative Training Institutes (ATIs), in each of the 11 States for organization of Pilot Face-to-Face Training Programme (FFTP) for Training Need Analysis (TNA).
2. Development of background material and audio and video programmes for the participants of FFTP.
3. Translation of background material in Assamese, Bengali, Hindi, Malayalam, Marathi, Oriya, and Telugu.
4. Identification of the Study Centre Coordinator as the key officer representing IGNOU for carrying out the following activities pertaining to the Project:
  - To be in touch with the Nodal Officer from the District Administration to get the names of the participants for attending FFTP.
  - To organize the Capacity-Building exercise through 8 FFTP of two day duration each, to be attended by 35-40 participants identified by the district administration for each FFTP.

- 2 Resource Persons identified from different fields of study from each Study Centre were assigned to conduct 8 FFTP of two day duration each.
- Mock Drill of around two hours on the second day of each FFTP was provisioned to demonstrate skills and methods required in rescue operations, including first aid techniques/ skills.

Under the Project, 432 FFTPs, of Two Day duration each, were conducted mainly at IGNOU Study Centres under the supervision of the Study Centre Coordinators. In each Centre, Capacity Building exercise, as per FFTP Schedule, was carried out by local Resource Persons identified by the Administrative Training Institutes/ State Disaster Management Authorities/Departments of Revenue, etc. The last FFTP, at Dhubri, Assam, was completed on 18th May 2013. In all, 16479 participants, against the targeted number of 16200 participants, attended the FFTPs, which means 279 more participants attended the FFTPs. Out of this, 6648 (40.34%) were GOs, 7941 (48.19%) were PRIs' representatives, and 1890 (11.47%) were representatives of ULBs (*See Annexure 11*).

As far as the status of FFTPs in different states is concerned, 40 FFTP s were conducted in 10 states, and 32 FFTPs were conducted in Tripura. In Andhra Pradesh, total participation was 1376. Of this, 701 (50.95%) were GOs, 423 (30.74%) were representatives of PRIs, and 252 (18.31%) were representatives of ULBs. Assam could cover 1542 participants under its FFTPs. Out of which 750 (48.64%), 601(38.98%), 191 (12.38%) were GOs, PRIs' representatives, and ULBs' representatives respectively. In state of Bihar, 1564 participants attended FFTPs, of which GOs were 379 (24.23%), PRIs' representatives were 1111 (71.04%) and ULBs' representatives were 74 (4.73%). Haryana covered 1494 participants under its FFTPs. 758 (50.74%), 597 (39.96%), 139 (9.30%) were GOs, PRIs' representatives, and ULBs' representatives respectively.

**Number of Participants in FFTPs at Different Places**

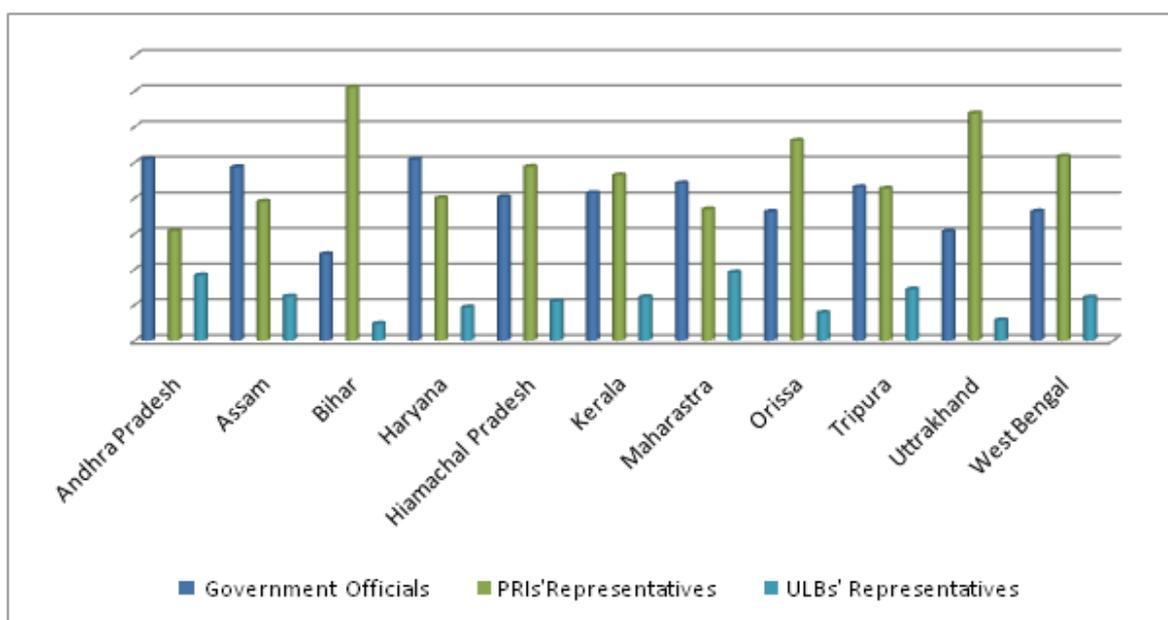


1548 participants attended the FFTPs in Himachal Pradesh. Out of this, 623 (40.25%) were GOs, 755 (48.77%) were representatives of PRIs, and 170 (10.98%) were representatives of ULBs. In state of Kerala, 1364 participants attended FFTPs, of which GOs were 564 (41.35%), PRIs' representatives were 633 (46.41%) and ULBs' representatives were 167 (12.24%). In Maharashtra,

figures were 1814 total participants, 800 (44.10%) GOs, 668 (36.83%) PRIs' representatives, and 346 (19.07%) ULBs' representatives.

In the state of Orissa, 1432 participants attended the FFTPs, out of which 514 (36.12%) were GOs, 798 (56.08%) were representatives of PRIs, and 111 (7.8%) were ULBs' representatives. In all, 1234 participants attended FFTPs in Tripura, out of this, 531 (43.03%) were GOs, 526 (42.63%) were representatives of PRIs, and 177 (14.34%) were representatives of ULBs. In Uttarakhand, total participation was 1902, of which 547 (28.76%) were GOs, 1253 (65.88%) were representatives of PRIs, and 102 (5.36%) were representatives of ULBs. 1328 participants attended FFTP Sessions in West Bengal, 481 (36.22%) out of them were GOs, 686 (51.66%) were representatives of PRIs and 161 (12.12%) were ULBs' representatives (*See Annexure 11*). The participation level of the functionaries is depicted in the Bar Diagram given below.

**Categories of Participants in FFTPs in Different States**



As already mentioned, a few features were unique to the training methodology of the FFTPs conducted under the Project. These were:

i) **Training Needs Analysis**

The methodology of the Project was very scientific, as it was based on a comprehensive Training Needs Analysis or TNA. As education and training require systematic appraisal of knowledge and learning levels, it is appropriate to conceive their determining factors or parameters through a well-defined TNA. The TNA process involves a range of techniques to analyze how to enhance the performance of people. This can be done individually, for groups of persons, or for the organization as a whole. It can be used for all levels of staff. The objectives of administering a TNA are to accurately identify where and in what amount training is needed, and also to present training recommendations to the authorities responsible for training for approval. TNA provides the basis for these activities by:

- Looking at the organization or an institution as a whole and trying to understand its operations and problems;

- Observing the employees at all levels and finding out how their performance can be improved;
- Identifying significant performance problems;
- Analyzing these problems to determine training needs for those people who are associated with them;
- Helping individual employees with their training and development;
- Recommending training and non-training solutions;
- Prioritizing the needs in order to help the management in decision-making; and
- Helping the management to plan training initiatives.

In line with the above mentioned TNA specifics, the Project made use of 3 TNA Schedules ( *See Annexures 2,3&4*). One was a detailed 65 odd question format, the second was attempted to garner participants' perception on knowledge and the third one was targeted on skill perceptions. These 3 Sets of TNA Schedules helped in compiling a detailed list of KSAs for the target functionaries.

### ii) *Knowledge Skills and Attitudes (KSAs)*

The entire methodology, as mentioned, was based on a systematic TNA exercise, which was garnered by GOs and public representatives through structured schedules. Based on these schedules, a detailed list of knowledge, skills and attitude requirements for the target group was prepared. For the purpose of imparting KSAs to the target groups of this Project, a KSA chart was prepared and placed before the Project Expert Committee Meeting and Pilot FFTP and TNA workshops, to ascertain the knowledge, skill and attitude requirements of the target functionaries (*See Annexure 5*). The views of the participants at these Workshops were duly recorded. The Project was innovative enough to bring out a detailed chart on KSAs required at different phases of disaster management cycle, namely preparedness and mitigation, response, rehabilitation and recovery. Besides, it brought a detailed set of tasks required to be performed by PRIs and ULBs under their new role with regard to 11<sup>th</sup> and 12<sup>th</sup> Schedules of the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments (*See Annexure 6*).

### iii) *The Role of Project Functionaries Towards Effective Conduct of FFTPs*

In order to make the conduct of FFTP Sessions more systematic, the Project delineated the role and activities of all the functionaries involved in the conduct of Workshops and FFTPs such as the resource persons, facilitators, nodal officers and centre coordinators. The specific roles of these functionaries are given below:

#### **Role of NDMA**

NDMA functionaries involved in the Project played a formidable role in conduct of FFTPs by performing the following tasks:

- Interacting with the State/District Administration for arranging the FFTPs in their districts, as per the schedule finalized in the Orientation Workshops.
- Urging the Deputy Commissioner/District Collector/District Magistrate for identification of the Nodal Officer in each district.
- Apprising the Project Team at IGNOU about the names and contact details of the Nodal Officers.

- Keeping in constant touch with the Deputy Commissioners/District Collectors/District Magistrates and the Nodal Officers, wherever required, for all necessary help to be provided for smooth conduct of FFTP.
- Reviewing the status of FFTPs with IGNOU Project Team from time to time to initiate required steps for successful completion of FFTPs at all places.
- Monitoring of FFTPs at some places by NDMA officials.
- Ensuring Third Party Evaluation of FFTPs at some places.

### Role of the Resource Persons

The Resource Persons were supposed to:

- Get acquainted with the Project Objectives, Methodology, Outcome, etc.
- Prepare thoroughly for each Session of the FFTPs.
- Encourage interaction by the participants in each Session.
- Illustrate various concepts with suitable local examples.
- Formulate Report for each FFTP, identifying and highlighting inter-departmental issues for resolution to the NDMA and IGNOU; as well as providing strategic inputs and feedback to IGNOU for further necessary action to be initiated by NDMA at SDMA and DDMA levels.

### The Resource Persons were to act as Facilitators and thus expected to:

- Make participants feel comfortable by reassuring their potential value in the whole scheme of the Project.
- Apprise participants on the goals and objectives of the Project, as well as its aims and contents.
- Ensure full participation of the target group through participative discussions, responsive feedback, and also constructive criticism.
- Familiarize the participants about the relevance of effective disaster management, collective leadership and people's power to bring in substantial transformation in their KSAs.

### Plan Preparation in Progress



**Source:** Government College for Women, Srikakulam, Andhra Pradesh, November 16, 2012.

## Role of Nodal Officer

The Nodal Officer was supposed to:

- Get acquainted with the Project Objectives, Methodology, Outcome, etc.
- Chalk out the schedule of 8 Face-to-Face Training Programmes (FFTPs) at District level in consultation with IGNOU Study Centre Coordinator.
- Identify probable categories of participants for FFTP with about 10-12 GOs concerned with Disaster management at District and below levels. 15-18 representatives of PRIs and 15-18 representatives of ULBs in each FFTP.
- Prepare lists of participants for each FFTP.
- Inform participants about the dates and venue of each FFTP.
- Have liaison with IGNOU Study Centre Coordinator for ensuring participation.
- Ensure attendance of participants on both days of the FFTP.
- Help in arranging Mock Drill in each FFTP.

## Role of Centre Coordinator

The Centre Coordinator had to:

- Get acquainted with the Project Objectives, Methodology, Outcome, etc.
- Chalk out the Schedule of 8 FFTP at district level in consultation with the Nodal Officer.
- Obtain list of participants for each FFTP from the Nodal Officer. Each FFTP was to have about 10-12 GOs concerned with Disaster Management at district and below levels, 15-18 representatives of PRIs, 15-18 representatives of ULBs in each FFTP.
- Have liaison with the Nodal Officer for ensuring participation.
- Receive material from IGNOU for preparing Training Folder for each Participant. The Folder was supposed to contain: Plastic File; Registration Form; Evaluation Form; FFTP Schedule; 4 Booklets and 1 Handbook of Training Manual; Audio CD; Video DVD; Exercise; Case Study; Writing Pad; and Pen.
- Arrange for conduct of each FFTP that includes Training Hall; Lunch; Tea; etc., for the participants.
- Be in constant touch with the Resource Persons.
- Ensure attendance of participants in all Sessions of the FFTP.
- Get the Registration Form and Evaluation Proforma filled by the participants.
- Prepare Expenditure Report for each FFTP to be passed on to IGNOU with all relevant Bills.
- Make payment to the Resource Persons, Study Centre Coordinator; Study Centre for providing Training Hall; and Catering, etc.

iv) *Training Tools*

The Project made use of many tools in its conduct of Workshops and FFTP's. The objective was to emphasize the point that training was an interesting process rather than a drab exercise. The FFTP's made use of a mix of training methodologies namely:

- Conventional Lectures
- Simulations
- Graphics, Pictures and Charts
- Case Studies
- Hazard, Vulnerability, Risk and Capacity (HVRC) – A Situational Analysis
- Mock Drill

All participants were given a Kit, which had all the essentials required for training. **The Participant's Kit** included:

S. No	Item	Quantity
1.	Plastic Folder	1
2.	Writing Pad	1
3.	Ball Pen	1
4.	Registration Form	1
5.	FFTP Schedule	1
6.	Print Material Booklets	5
7.	Video DVD	1
8.	Audio CD	1
9.	HVRC Situational Analysis Exercise	1
10.	Participant's Evaluation Proforma	1

**Explaining a Concept**



Source: PSMO Collge, Malappuram, Kerala, September 5, 2012.

Besides, a **Video** and an **Audio** were prepared to familiarize the government officials and elected bodies' representatives about their role in disaster management. The Video covered all facets of disaster relief with suitable examples and the Audio further supplemented the information given in the Manual text and Video. A comprehensive set of **Slides** was also prepared by the IGNOU Faculty to facilitate the conduct of Training Workshops. These covered all aspects of disaster management cycle with examples and details. The Slides were also divided into 6 sessions in consonance with the FFTP Sessions. The topics that it covered were also the ones as per the scheduled Sessions. These relate to the difference between hazard and disaster, negatives and positives of disaster, disaster management cycle, consequences of disasters, disaster preparedness teams, disaster response activities, disaster-development interface, and types of rehabilitation, strengthening community based disaster management system, inter-departmental linkages, loopholes in resources and infrastructure and so on. The novel achievement was that these slides were translated into all the 6 languages in which the Project was implemented, besides English and Hindi.

v) **Mapping Exercises**

One of the most important activities that the Project covered, *albeit* at the Manual level, was that of mapping of risk, vulnerabilities and capacities of the village area by the community itself; because it is a very simple and cost-effective tool to collect ground level data. This is done through Participatory Rural Appraisal (PRA) exercises. PRA is an approach and method for learning about rural life and condition, *for, with and by* the rural people. This is a training tool used to carry out the Village Disaster Management Planning at the community level. It enables local people to make their own appraisal, analysis and plans. It uses group animations and exercises to facilitate information sharing, analysis and interaction among stakeholders. Community participation in mapping provides a pictorial base to the planning process, especially for the semi-literate populace. The Project explained the potency of PRA and Village Level Planning. It laid emphasis on problem identification and local resource utilization potential of mapping. It talked of various types of mapping such as *Safe Mapping, Social and Resource Mapping, Risk Mapping, and Vulnerability Mapping*.

**Mapping Exercise in Progress**



**Source:** D.A.V. Educational Society, Jiaganj, Murshidabad, West Bengal, December 7, 2012.

#### vi) *Innovative Style of the Training Manual*

As mentioned earlier, the Training Manual Booklets contained a lot of information in terms of knowledge, skills and attitudes input. The Manual was unique in its own way as it contained certain features that were specific to it. These were:

**Concepts to Remember:** Covered concepts such as Vulnerability, Disaster Risk, Community Capacity Building, Incident Response System, Social Forestry, Sustainable Development, Corporate Social Responsibility (CSR), Critical Incident Stress De-briefing, Epidemiological Surveillance, Capacity Assessment, Community Empowerment, Mercalli Scale, Crisis Information Management System, Gender Analysis, Land-use Planning, Mapping Exercises, Rainwater Harvesting, and so on.

**Did You Know:** Included specific cases, incidental information, additional knowledge input and interesting details on disaster management. It covered topics such as safety tips, seismic codes, role of NDRF, provision of insurance and so on.

**Things to Do:** Contained skill based tasks to be performed at different stages of disaster management. The Project made note of certain very pertinent rescue techniques for the participants, to be used by them in crises, many tasks to do and various safety tips. Very rarely do such Projects cover training skills in this manner. These techniques included: Lifts and Drags, different ways of carrying victims, use of Bends and Lashings, improvised Swimming and Floating Aids. It detailed the role of disaster response to the maximum extent possible. It spoke of many specialized disaster response teams like carcass disposal, coordination, shelter, stress management, etc.

#### Evacuating the Trapped



**Source:** Government Degree College, Dharamshala, Himachal Pradesh, June 6, 2012

- **Do's and Don'ts:** Covered the tasks to be done or not to be done under specific disasters such as droughts, cyclones, floods, earthquakes, and fires. The Handbook covered these as well as a range of disasters such as CBRN and their Do's and Don'ts in detail.
- **Exercises:** Entailed notes to be written or analyzed on specific disaster management issues, to gauge the knowledge and skills imbibed by the participants.
- **Charts, Pictures and Diagrams:** Depicted many new concepts, exploded myths, enlightened on concepts of disaster management through graphic depictions, pictures, charts, and diagrams. To make training interesting, some of the graphics on disaster management scenarios were specially designed by professional artists.

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## 6. ANALYSES OF PARTICIPANTS' FEEDBACK

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The most crucial and if we can say a mammoth task was of putting together all feedback forms (*Approximately 15,000 in number*). It was arduous to make sense of each response and analyse it as scientifically as possible, using statistical tools and representations. The structured schedule in the form of Evaluation Proforma on which the participants' feedback was based consisted of 15 questions, as well suggestions sought by the participants (*See Annexure 9*). First 3 questions pertained to name, address and designation and the rest were all on relevance, scope and benefits of training. Besides, responses to Resource Person Feedback Form were also garnered through a structured schedule (*See Annexure 10*).

A well-defined FFTP in itself is half battle won, as it means that the participants could relate with the structure of the training sessions and found them to be meaningful (*See Annexures 7*). Proper and timely efforts towards disaster preparedness lead to better disaster response and recovery. Thus, the Project's FFTPs were divided into 6 systematic Sessions, in which information on all facets of disaster management flowed methodically. Session by Session, information was given to the participants in a clear and logical manner, covering each phase of disaster management cycle, namely preparedness, response, reconstruction, rehabilitation and recovery one after the other, in separate Sessions.

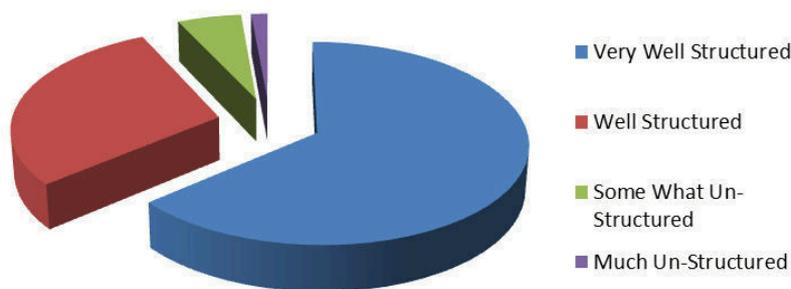
### Participants Learning Some Useful Knots for Rescue



**Source:** Balurghat College, Balurghat, South Dinajpur, West Bengal, November 2, 2012.

By and large, the participants found the FFTP's under the Project to be of great utility and value, especially for equipping them to adapt to the paradigmatic shift from disaster preparedness to recovery. It enabled them to appreciate the significance of HVRC Analysis, essentials of disaster preparedness, role of different stakeholders; impact of disasters, vulnerable communities and groups, coping mechanisms, challenges and lessons, functioning of Disaster Response Teams; concepts of rehabilitation, reconstruction and recovery, understanding Damage and Need Assessment, strategies for strengthening Community Based Disaster Management system; Understanding major components of Community Action Plan for disaster management, focus on Traditional Knowledge and Coping Mechanism Strategies for managing different disasters; District Disaster Planning, and so on. As per the participants' response on the **structure and organization of the FFTP's**, a majority of them felt that they were very well-structured, 63.82 per cent of them thought they were very well- structured, 29.17 per cent said it was well-structured. A very small percentage, that is 5.6 per cent, felt it was somewhat unstructured, which means structured to an extent only, and an even smaller percentage, only 1.42 per cent felt that FFTP's were poorly structured or were much un-structured. This means that FFTP's were well-received and understood. The response on FFTP's is depicted in the diagram given below.

### Structure and Organization of FFTP's

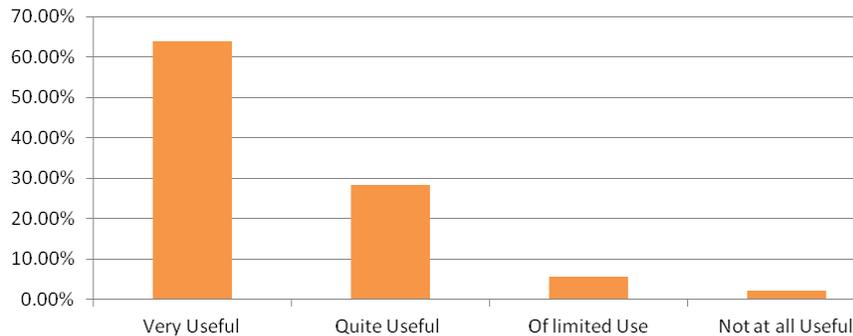


Training is the process through which participants are made capable of doing the jobs prescribed to them. Every organization needs to have well-trained and experienced people to perform the activities required to be undertaken. It is necessary to raise the skill levels and increase the versatilities and adaptability of employees' performances to the requirements of an organization in the changing world. Inadequate job performance results in decline of work productivity. Job redesigning or a technological breakthrough require some type of training and development effort. In a rapidly changing society, training is not only an activity that is desirable, but also an activity that an organization must commit its resources to. "Training", "education", and "development" are the three terms frequently used to create awareness.

Most of the participants found the training, imparted through FFTP's, to be very useful. Training, if we can say, is an additional input for an already educated and developed mind. Not to say that uneducated ones cannot be trained. The three terms cannot be viewed in a linear fashion. However, an educated mind is more receptive to training. The process of training is meant to not only improve job performance, but also the overall ability to think and create. **A training programme can have a short-term and**

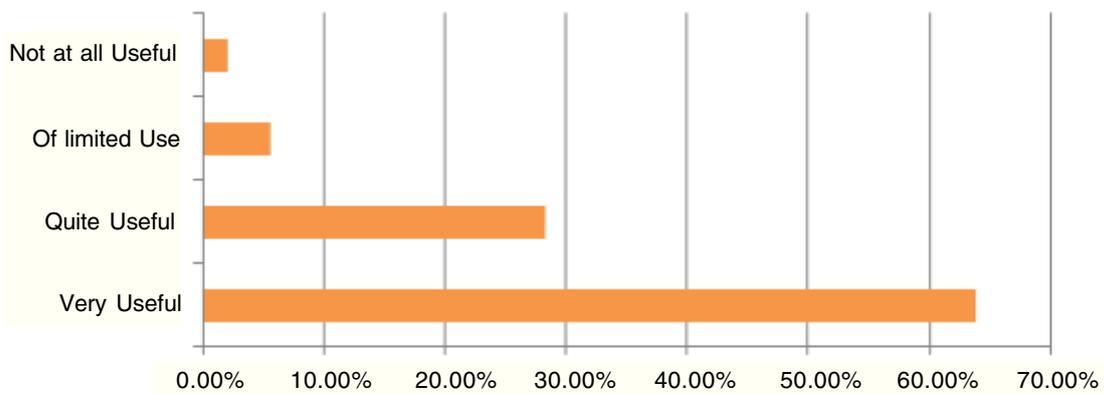
**long-term utility for the participants.** There was a very good response to the impact of training conducted through the FFTP Sessions. Almost 92.16 per cent of the participants felt that training would be of use to them immediately. Out of this, 62.55 per cent felt it was very useful immediately, and 29.61 per cent felt it was quite useful. 6.01 per cent, however, felt that training was of limited use only and a miniscule 1.83 per cent even expressed that they did not benefit from it at all. The objectives of the Project stand fulfilled as majority found the training to be useful. It also means that most of the participants understood the training content and could relate with it. The following Bar Chart depicts the response given by the participants.

**Immediate Utility of FFTPs**



Training is generally targeted at improving the immediate needs of the participants, as it starts to diminish if not utilized immediately. This Project had a short-term and a long-term goal in mind, while designing its FFTPs. A lot of input in terms of interface between disasters and development, participatory policy making and relief-rehabilitation continuum, was included so that the participants imbibe the training outcome as an everyday strategy to deal with disasters, and not just something that could only be put to immediate use. That is the reason why as far as **the future utility of training for effective disaster management** is concerned, 92.19 per cent again felt it to be very useful. They found an interconnection between training and effective disaster management. They found most of the topics covered to be very informative and skill-oriented. Of the 92.19 per cent, a large percentage, that is, 63.89 per cent felt it to be very useful, 28.3 per cent found it to be quite useful. 5.66 per cent, however felt that in future, training may be of limited use only. 2.15 per cent even said that training will not be useful at all. The responses on training utility are represented in the following diagram:

**Prospective Benefits of FFTPs**



Training programmes bring different participants from various departments and organizations together. In this case, each FFTP had participants from different governments departments as well as elected bodies. Normally, participants function in accordance to their own perceptions/understanding, as well as their department/organization's mandate and operational procedures. Since disaster management is not a piece-meal strategy to be exclusively dealt with by each department/organization's procedure, it is essential that the issues of functionaries from various operational units are addressed collectively. **Interaction amongst the participants** encourages them to take responsibility for their own learning; working through a problem and enhancing their confidence in conducting various disaster management activities; promoting an atmosphere of co-operation; and encouraging participants to constantly relate the imparted training to their 'real life' experiences.

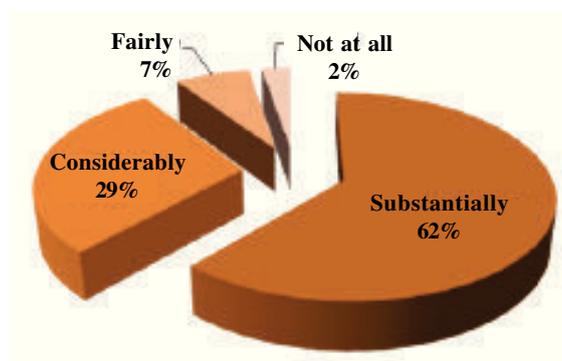
### Experience Sharing by Participants



Source: F.M. Autonomous College, Balasore, Odisha, October 7, 2012.

This is why training is more effective if the participants mingle well with each other, share opinion and comments and collectively solve problems through exercises. A participatory training session not only teaches, educates or trains, but it even leads to long-term learning amongst participants, as they imbibe lessons from each other's experiences as well as the trainer's ability to instil KSAs in them. A large percentage that is 61.67 per cent of participants thought that their interaction with other FFTP participants have benefitted them substantially. 28.76 per cent aired that they were considerably benefitted. 6.92 per cent, however, felt that they were fairly benefitted. Again, a very small percentage, that is 2.66 per cent, to our surprise, averred that they were not at all benefitted by the interaction with fellow participants. Training was thus found to be interactive as participants mingled with each other qualitatively and learnt from each other's experience. This is visible through the following Pie Diagram.

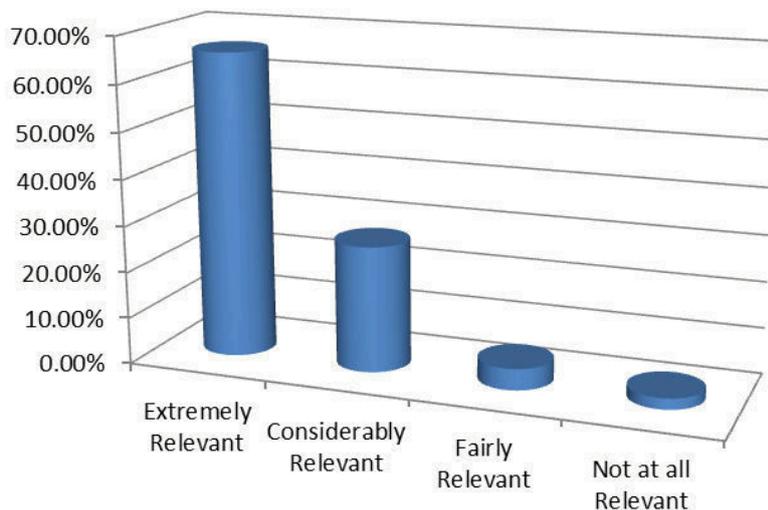
### Interaction amongst Participants



The Project was designed in a way that all its products were attuned to each other. The Training Manual was systematically designed with proportionate quantity of KSAs to be imbued. Likewise, the FFTPs,

Audio and Video were based on the information provided in the Manual. The objective was to create complementary training aids and tools and not some type of training material that was at variance with each other. In keeping with contents of the Manual and Audio/Video Programmes, the participants found the same to be relevant to various Sessions of the FFTPs, as they focused on: interconnection between disaster management and development processes, coordination amongst various disaster management agencies, role of community and its representatives, use of traditional knowledge and wisdom, role of stakeholders; mainstreaming disadvantaged sections in disaster management planning; logistics management, health management and resource mobilization, linking relief and rehabilitation with development and so on. The Project was thus successful in this objective if we look at the response to the query on **interconnection between Manual and other Training Aids and contents related to FFTPs**. A majority felt that it was very relevant. 65.86 per cent felt training aids were extremely relevant and related to the contents of FFTPs, 27.19 per cent opined they were considerably relevant, and 4.6 per cent said they were fairly relevant. However, 2.35 per cent went to the extent to say it was not relevant at all. It is diagrammatically represented as under:

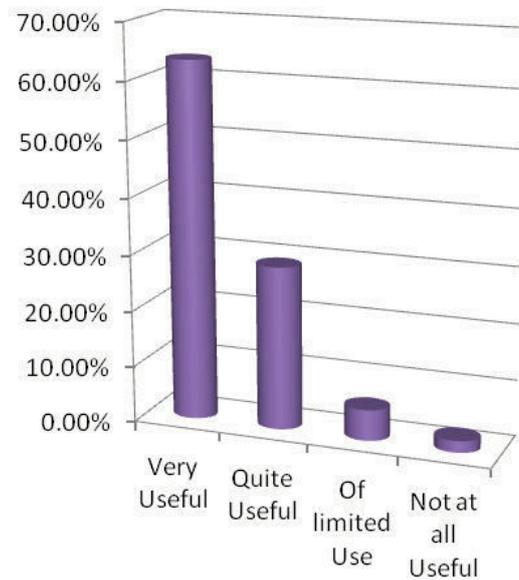
### Interconnection between Training Manual as well as Training Aids and FFTPs



One of the significant parts of the capacity building exercise under this Project was to have such resource persons who were professionally qualified and well-versed with the local disaster scenario in each identified State. They were asked to be thoroughly oriented with the Project Objectives, Methodology, Outcome, etc., and be prepared for each Session of the FFTP. They were urged upon to encourage qualitative interaction by the participants in each Session. Besides, detailed Session Plans with objectives, contents and methodology of conducting each Session was discussed at length with the Resource Persons. Slides for conducting each Session in local language were developed and passed on to the resource persons for extensive use. Thus, the Resource Persons identified were those who had all required know-how about disaster management in general and the disaster situation in the concerned area in particular, In **assessment of the Resource Persons**, the participants were very positive as 92.43 per cent averred that their Sessions were useful to a great extent. Of them, 63.43 per cent said they were very useful and 29 per cent felt they were quite useful. Only 5.5 per cent said that these were of limited use and a mere 2.07 per cent felt that the Resource Persons' Sessions were of no use at all.

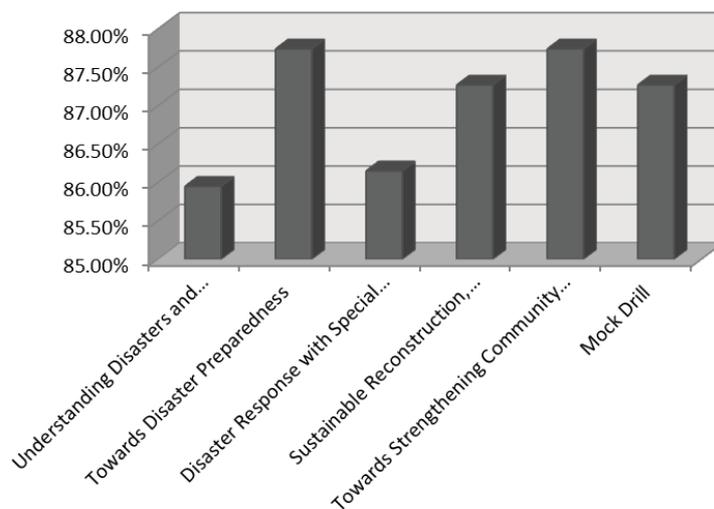
This is reflected in the diagram below:

### Assessment of the Resource Persons



As already assessed, a majority of participants found the FFTPs to be very relevant to their immediate requirements of the job as well as future needs. Of the **components of the FFTPs**, 85.95 per cent found ‘Understanding Disasters and Disaster Management, Policy Framework and Institutional Mechanisms for Disaster Management in India’ most useful. Other topics such as ‘Towards Disaster Preparedness’, ‘Disaster Response with Special Reference to Immediate Relief’, ‘Sustainable Reconstruction, Rehabilitation and Recovery’, ‘Towards Strengthening Community Based Disaster Management System’ and ‘Mock Drill’ were found beneficial by a majority of the participants. The percentage of affirmative participants was very high. The above mentioned topics (in the same order given above) fetched 87.74 per cent, 86.15 per cent, 87.27 per cent, 87.74 per cent and 87.27 per cent respectively. The Bar Chart below depicts this more clearly:

### Opinions on various Components of FFTPs



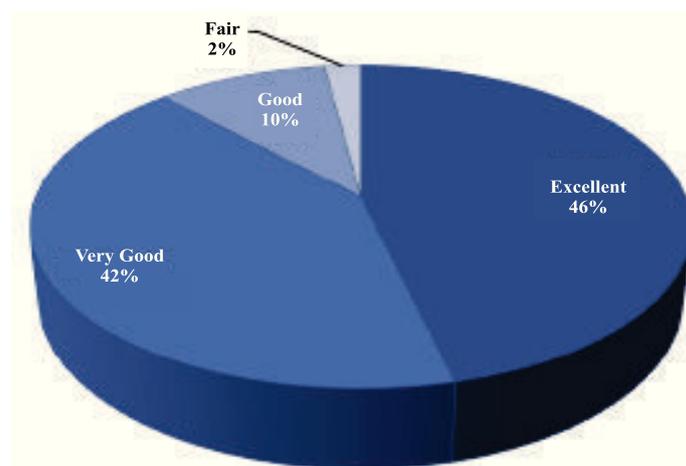
Most of the participants felt that the Project objectives, methodology and outcome were met through the FFTPs. Their overall impression of the Project was excellent, a large percentage, that is, 46.17 per cent averred that Project was a success in terms of its **objectives, methodology and outcome**. 41.76 per cent participants had a very good impression of the Project. 9.96 per cent had a good impression while only 2.12 per cent rated their impression as fair. For more clarity, the following Pie Diagram can be seen:

### Mock Drill



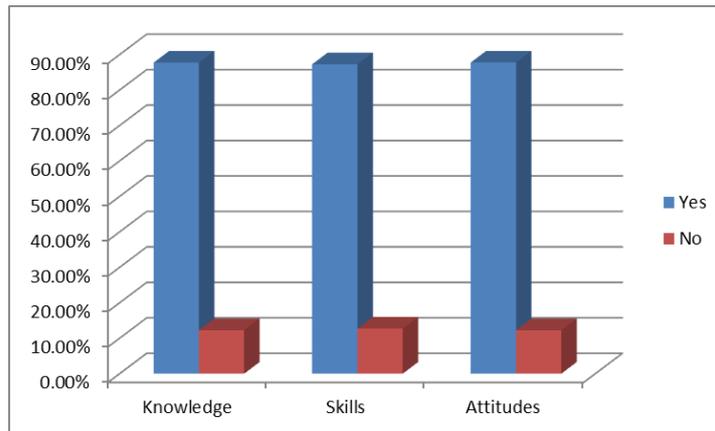
*Source:* Government College, Chamba, Himachal Pradesh, June 3, 2012.

### Views on FFTPs Objectives, Methodology and Outcome



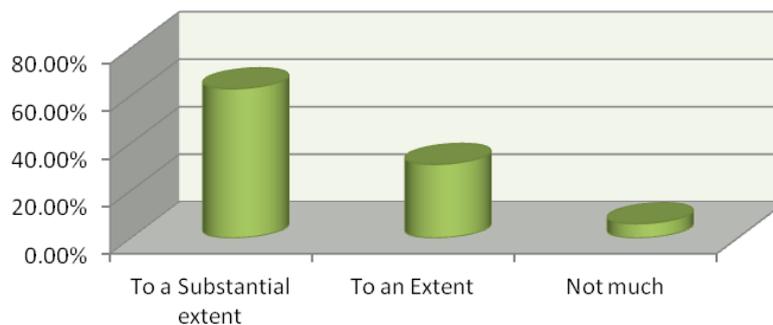
The Training Sessions, **as mentioned earlier**, were meant to **inculcate KSAs in the participants**. The structure and organization of the Project was scientifically designed on the bases of 3 systematic TNA Schedules. The response of the participants only reiterates the objectives echoed by the FFTP Sessions. 87.74 per cent of the participants felt that Project targeted the Knowledge component well and provided specific improvements in the area of Knowledge input on disaster management in future. 87.27 per cent held this view for the Skills component and as far as Attitudes go, 87.76 per cent opined that Project provided specific information on their improvement. The following Bar Chart depicts the responses very clearly:

### Opinions on Knowledge, Skills and Attitudes inculcated through FFTPs



No training programme can call itself a success if at the end of the Sessions, the participants do not feel charged and motivated to do better, hone their skills or excel in their job specialization. Motivation is the reason behind effective performance. All organizations work out some strategy of motivation or the other. Be it physical, social or psychological, each individual has specific motivational needs. Once a general motivation strategy is adopted, organizations can customize motivational ends for each employee. Against this backdrop, it is quite satisfactory to note that this Project achieved its **goal of motivating the participants towards capacity building**. To the query on the extent of motivation enthused by the Project Sessions, a majority of the participants answered in the affirmative. 62.88 per cent felt highly motivated to take up such exercises on capacity building. 31.05 per cent felt they were motivated to a substantial extent. However, a very small percentage, that is 6.07 per cent lamented that they did not feel motivated for carrying out capacity building in disaster management. It is reflected in the diagram below:

### Motivation towards Capacity Building of Others



Thus, by and large, the response to all the queries on structure, methodology and outcome of FFTPs, utility of training, participatory nature of sessions, motivational levels of target functionaries, and KSA s' inculcation proved to be more than satisfactory. A very small percentage, between a 1 to 3 scale, responded in the negative, but that did not have any impact on the overall outcome of the feedback, which can be easily termed as '*up to the expectations of the Project's goals*'. The last part of Participants' Feedback Form pertained to suggestions on FFTPs in particular and disaster management in general. Adequate response was recorded by the GOs, Elected Representatives of PRIs, as well as

ULBs. It has been given below:

### **GOs**

- More FFTP's need to be organized at regular intervals.
- Line Departments should conduct such Programmes for their own officials.
- Principle of Coordination should be emphasized upon.
- High Achievers should be recognized and low-performers penalized accordingly.
- Based on the knowledge imparted and skills inculcated, the participants oriented through FFTP's should be engaged in establishing healthy linkages with other Departments and Grassroots level Institutions.
- Officials should try to work in tandem with the PRIs and ULBs.
- Participants trained through FFTP's should be involved in preparation of Disaster Management Plans.
- Participants should be engaged in monitoring and evaluating disaster response, rehabilitation and recovery.
- More time should be assigned for Mock Drill at local level.

### **Elected Representatives of PRIs**

- More Training Programmes of this nature, preferably at Block/Village level are needed.
- Need to acquire detailed and thorough knowledge of local disaster scenario in their areas.
- More information about the local resources and constraints needs to be sought.
- Need for knowledge and updation of the local inventory.
- Frequent interaction with local community is required. This is needed to prepare strategies for risk assessment; early warning systems; life safeguarding equipment; emergency kits; evacuation plans; communication systems; capacity building; public education and preparedness campaigns.
- Need for training on inventory preparation for elements at risk at Block/Village level through baseline data on: population, age, gender, health; livelihoods: types, locations; local economy; infrastructure; etc.
- Need for formation of Disaster Task Force in the village.
- Constant interaction with the Line Departments for coping up with the disaster situation is required.
- Need to acquire skills to integrate disaster management with development planning.

### **Elected Representatives of ULBs**

- Need for more Training Programmes like FFTP's, and if possible, at the ward level.

- Capacity Building Programmes by the ULBs with the help of local administration, DDMA/SDMA, National Level Institutions like NDMA and IGNOU need to be organized with greater periodicity.
- Regular interaction with Line Departments for playing an important role in preparing and updating the ULB/Ward Disaster Management Plan quarterly, with focus on Hazard, Vulnerability, Risk and Capacity Analysis (HVRCA) of the ward is needed.
- More efforts for understanding Hazards, Risks and Vulnerabilities of the cities to promote safe environment by the ULBs through Proper Hazard Risk Vulnerability Assessments of the urban areas is needed.
- Need for introduction of appropriate institutional mechanisms for DRR by ensuring that all development activities look into the DRR components.
- Involvement of local leaders for awareness generation and ensuring clarity on various responsibilities for disaster management.
- Need to coordinate with the Local Health Department to ensure that a well-designed Medical Preparedness and Mass Casualty Management system is in place.
- Need for more training to understand the utility of mainstreaming disaster management with development.

### Resource Person's Feedback Report

Analyses of the Project was further strengthened and substantiated by the Feedback Report submitted by the Resource Persons from the 11 target states. They provided their candid views on the FFTP Sessions. If on the one hand, they were all praises for the Sessions, in terms of structure, methodology and content, they did not shy away from bringing out the loopholes in the training process on the other. In fact, they suggested many viable changes in the conduct of training. Given below is a list of their comments on FFTPs:

<p><b>Views on FFTP Sessions based on feedback garnered from the participants</b></p>	<ul style="list-style-type: none"> <li>● FFTPs were well-structured and appropriately conducted with focus on major facets of disaster management covered in different sessions.</li> <li>● FFTP sessions were quite informative with examples drawn from the existing disaster scenario as well as past disasters.</li> <li>● Overall response from the participant was quite positive. They learnt various facets of disaster management.</li> <li>● The training sessions created awareness amongst the participants. Even though, a majority of them from the Government Departments were already in the know of it, they could enhance and better their KSAs.</li> <li>● Few participants, particularly the representatives of PRIs/ ULBs became aware of many facets of disaster management, which they certainly did not know before the commencement of the training sessions.</li> </ul>
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	<ul style="list-style-type: none"> <li>• Participants found that community awareness was an essential factor for effective disaster management.</li> <li>• General opinion was in favour of strengthening of CBDM system as a tool to reduce the impact of disasters.</li> <li>• FFTP were considered to be of great help for meeting any unforeseen event occurring in their area.</li> <li>• Participants could learn new topics, including the structure and processes of disaster management in India.</li> <li>• Through FFTP, the participants seemed more informed about Knowledge, Skills, and Attitudes required for disaster management.</li> <li>• Learning material was found to be of utility by the participants. The CD and the DVD gave them required insight about disaster management.</li> <li>• FFTP enabled the participants about relief and rehabilitation provisions of Government.</li> <li>• Group Exercises/Case Studies generated a great deal of interest amongst the participants.</li> <li>• Participants understood the components of Hazard, Risk, Vulnerability and Capacity more clearly.</li> <li>• Group activity on 'Role of different Line Departments, PRIs &amp; ULBs in Relief &amp; Response work' was found to be very effective.</li> <li>• The translation of Training Manual into 6 languages, besides English and Hindi, was appreciated a lot by the participants.</li> </ul>
<p><b>Identification of Issues/ Challenges towards effective disaster management</b></p>	<ul style="list-style-type: none"> <li>• FFTP must have participants from local community as well.</li> <li>• Need for conducting FFTP at Block/Village/Ward level.</li> <li>• Periodic and regular Capacity Building exercises need to be conducted.</li> <li>• Mock drills should be held at local levels.</li> <li>• Efforts need to be made for regular and constant interaction between Line Departments, Elected Bodies, and Community.</li> <li>• More visuals (photographs / videos) need to be included in Capacity Building exercises.</li> </ul>

	<ul style="list-style-type: none"> <li>• PRIs and ULBs with the help of Line Departments should help community to develop Community Based Disaster Management Plans.</li> <li>• There should be more interaction amongst the existing and former PRIs'/ULBs' representatives for developing appropriate disaster management strategy for the area.</li> <li>• Training support is needed on preparation of DM Plan and Annual Plans at the Panchayat level.</li> <li>• There is an urgent need to generate awareness amongst school students.</li> <li>• Develop Disaster Management Plans at all levels and update it quarterly.</li> <li>• The Communication systems should be used regularly.</li> <li>• Ensure establishment of fail-safe two-way communication with the State, District and other emergency control rooms, as well as, within the organizations.</li> <li>• Need to work under the overall supervision of the District Collector during emergencies.</li> <li>• Call for mainstreaming Gender Issues in disaster management.</li> <li>• Women's participation should be encouraged for better DM.</li> <li>• Gender based DM planning should be undertaken.</li> <li>• There should be some skill development training for the women for the better livelihood in case of disaster.</li> <li>• Women SHGs should be targeted and they should be involved more and more in every training programme.</li> <li>• Women need to be addressed while administering relief operation.</li> <li>• Disaster-Development Interface needs to be put in place with required role of concerned Departments, PRIs, ULBs, CBOs, SHGs, Community, etc.</li> <li>• The community level development programme should be disaster proof.</li> <li>• Institutionalization and reorganization of the DM Committees and Teams.</li> <li>• Administration to focus on the formation of Emergency Committee and Trained Task Force at the community level.</li> </ul>
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	<ul style="list-style-type: none"> <li>• Preparedness drill to be conducted in disaster prone areas at regular intervals.</li> <li>• Administration should take necessary steps to conduct awareness meetings in the villages/wards with the active support of PRIs/ULBs.</li> <li>• Need based approach for relief operations should be followed.</li> <li>• Special focus should be made on identification and distribution of need-based relief material.</li> <li>• Relief materials should be equitably distributed.</li> <li>• Damage assessment at the GP/Ward level need to be strengthened and PRIs/ULBs should be capacitated for providing required help in this direction.</li> <li>• Specialized training especially on First aid and Rescue should be conducted at the GP/Ward level.</li> <li>• GPs should prepare maintain and update the list of skilled labour, that is, carpenter, masons and others.</li> <li>• Replication of best DM practices must be encouraged.</li> <li>• Interdepartmental coordination is a must.</li> <li>• Role of Government agencies in Disaster preparedness need to be more local specific.</li> <li>• Adequate funds are to be earmarked for implementing CBDM at village level.</li> <li>• Participants oriented through FFTPs need to be used as Master Trainers.</li> <li>• Long intervals in imparting training should be done away with.</li> <li>• Need for contemporary database for effective planning, response and recovery strategies.</li> <li>• Serious political intervention in developmental and disaster response related issues and decisions.</li> <li>• Departments should organize mock drills regularly.</li> <li>• Need to bridge communication at relief management level.</li> <li>• Need for better stakeholders' involvement in DM.</li> <li>• PRIs members' involvement in rehabilitation activities at ground level needs strengthening.</li> </ul>
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	<ul style="list-style-type: none"> <li>• Need to improve mechanisms at PRIs' and ULBs' levels to assess the vulnerabilities of the community.</li> <li>• More cooperation and coordination amongst the Line Departments and of PRIs/ULBs.</li> <li>• More funds and technical know-how need to be made available at the grassroots level.</li> <li>• Need for more infrastructure and capacity building of grassroots institutions including PRIs/ULBs.</li> <li>• An effective and capacitated Task force at Village/Block/Ward level is urgently required.</li> </ul>
<p><b>Highlighting Inter-Departmental Issues/Linkages for further action to be initiated in preparation of SDMP/DDMP and SOPs for different Departments to tackle various disasters while preparing DM plans.</b></p>	<ul style="list-style-type: none"> <li>• Inter-departmental issues and SOPs need to be discussed.</li> <li>• Disaster management must be given importance and priority.</li> <li>• Planning and Mitigation factors must be taken into consideration.</li> <li>• Each department should have a master disaster management plan, which should be intimated in advance to every designated officer.</li> <li>• Role clarity between departments and concerned officers need to be in place.</li> <li>• Need for integrating PRIs/ULBs and administrative departments for DM Planning and disaster response.</li> <li>• PRIs at panchayat level are led by less educated and less skilled persons. There is a need for their handholding by departmental officers in helping them to work for integrating development plans with DRM perspective.</li> <li>• Need for sharing various good models of Block DMP and District DMP to help improving quality of DMPs.</li> <li>• Need to inculcate more appropriate skills for undertaking damage and loss assessment.</li> <li>• The Block DM plan needs to integrate qualitative issues like "Education in Emergencies", "Rescue Centre Management", and improved "vulnerability analysis".</li> <li>• Need to conduct capacity building programmes for all stakeholders on planning and necessary budgetary provisions.</li> <li>• District Disaster Management Authority should work more pro-actively for technical support in preparing DDMP.</li> </ul>

	<ul style="list-style-type: none"> <li>• Mainstreaming DRR and Development through more inter-departmental coordination.</li> <li>• Need for involvement of key departments/experts externally for periodic review of the DDMPs.</li> <li>• Call for advocating issues for the differently abled groups, women and children in the DM Plan.</li> <li>• Disaster risk issues must be discussed in developmental meeting at all levels.</li> <li>• Need for maintaining good liaison among all departments.</li> <li>• Need based SOPs to be developed by each department within the district, and ensured effective practice by organizing Mock Drills.</li> <li>• SOPs of each department to be integrated with DDMP.</li> <li>• Departmental DM Plan within the district for Risk Management (Prevention, Mitigation, Preparedness) and Response should be incorporated in DDMP followed by SDMP.</li> </ul>
<p><b>Recommendations/ Suggestions</b></p>	<ul style="list-style-type: none"> <li>• More intensive and specialized training should be conducted at the grassroots levels.</li> <li>• DM Committees and DM Teams should be formed and trained at regular intervals.</li> <li>• Refresher training for the Disaster Management Teams (that is, First-Aid, Rescue &amp; others) should be conducted at regular intervals.</li> <li>• Steps should be taken for the institutionalization of the village DM Committee and recognition of the specialized trained DMTs.</li> <li>• Training programme, should make use of more videos, demonstrations, etc., to make training more understandable for the common people.</li> <li>• Volunteerism should be the criterion in the selection of DMTs for training.</li> <li>• AWWs and women SHGs should be trained in First-Aid and DRR. The NDMA and IGNOU should initiate such programmes more frequently.</li> <li>• Strengthening of CBDM system is best to reduce the impact of disaster.</li> <li>• Need for increasing awareness amongst children and adults.</li> </ul>

	<ul style="list-style-type: none"> <li>• Incorporate disaster management principles in school/ college curriculum.</li> <li>• Extend the programme to the village level.</li> <li>• Need for Village level training to the women groups.</li> <li>• Organize annual workshop for DM Plan preparation and sharing of the final plan.</li> <li>• Organize panchayat level workshops to insist on the role of GPDMC and other relevant teams at the GP and Block level.</li> <li>• Prepare comprehensive development plan on the lines of “Five Year Plan” at the panchayat and Block level for sustaining initiatives and reviewing them from DM perspective.</li> <li>• Revisit DM Plan with proper HVRC analysis and include issues like international border conflicts related to the area, wherever needed.</li> <li>• Conduct training in SAR, for natural disasters and quick response strategy for civilian protection in time of international border conflict (e.g. border firing between Border Security Force (BSF) and Bangladesh Rifles (BDR) and organize mock drills regularly using trained professionals.</li> <li>• Role and responsibility of each set of functionaries must be defined and assigned.</li> <li>• Field work must be included in FFTP for practical knowledge.</li> <li>• Follow up (of Action Points laid down at the end of the FFTP) mechanism/ strategy to be undertaken by DM/ Collector/ SDM. These include: <ol style="list-style-type: none"> <li>1. HVRC analysis;</li> <li>2. Plan Preparation;</li> <li>3. Listing out the gaps in existing as well as required role and infrastructure;</li> <li>4. Identifying issues/challenges towards effective disaster management; and</li> <li>5. Highlighting inter-departmental issues/linkages for further improvement in District Disaster Management Plans and Contingency Action Plans of various lead/ supporting departments/agencies.</li> </ol> </li> </ul>
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	<ul style="list-style-type: none"> <li>• Refresher FFTP is required for present participants.</li> </ul>
<p><b>Any other Comments</b></p>	<ul style="list-style-type: none"> <li>• NDMA-IGNOU Project was of immense help and use to the target group.</li> <li>• The programme was well-arranged and well-conducted. The response was quite good.</li> <li>• Venue of FFTP at Block/Ward headquarters would increase the participation of PRI/ULB representatives.</li> <li>• HVRC analysis needs to be organized through Field visit to vulnerable areas and offices within the areas along with organizing community / family level meeting in the vulnerable areas as a part of practical work.</li> </ul>

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## 7. CONCLUSION AND FUTURE PERSPECTIVE

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The analyses of the Project impact clearly shows that objectives which the Project set out for itself were all realized, to a fairly good extent. Whether it was building and strengthening of capacities of GOs and representatives of PRIs and ULBs, encouraging the GOs as well as PRIs' and ULBs' representatives to enlist the support of local institutions or NGOs, reinforcing the skills of officials and representatives in appropriate hazard assessment, facilitating vulnerability analysis, resource analysis and local capacity assessment, developing the required disaster management knowledge base, and formulating training modules, including standardized training methodology, all these goals were met satisfactorily. The Report has substantiated this goal achievement with adequate figures and analyses. The Project's objectives of technical support for organizing training programmes on emergency preparedness and management, and developing community based disaster management systems for their specific needs were also accomplished. The Project aspired to achieve difficult objectives like disseminating important concepts of NDMA Guidelines in the various regional languages through multi-media technologies, training the team of district officials to enable them to introduce basic guidelines/procedures and equipping the functionaries at district level to immediately arrange for basic relief work, in case of common natural/man-made disasters, without waiting for help/instructions from external sources. All these goals were met with aplomb.

Disaster management has come a long way, from being an unsystematic or random reactive activity to a systematic pro-active strategy. Disaster scenario has gone through a metamorphosis of sorts. So much is happening on the national and global fronts in terms of policies, programmes and guidelines that their assimilation in DM Framework seems like a daunting task. DM now has to base itself more broadly, and review its linkages with environmental degradation and developmental planning. Most of the disasters are now found to be aggravated more by human activities than mere natural reasons. The distinction between human and natural disasters is on the wane. Various stakeholders have joined the foray of managing disasters; a domain which was hitherto confined to the governmental bodies and NGOs. The disaster management scene has become very specialized and skill-oriented. This calls for specific capacity building programmes to help/facilitate community awareness on capacity building. Many endeavours have been witnessed in the area; some have even been very strong and focussed. This Project was one such effective endeavour.

Despite a plethora of already existing DM ventures, this Project was, in fact, successful in achieving its objectives. It is no little achievement, as this Project had many features which were distinct from similar efforts in the field. As far as training methodology is concerned, this Project was truly unique. Its way of going about capacity building was based on scientific training need analysis or TNA. It could gauge the marked need for capacity building in DM, and based itself on adequate TNA to arrive at knowledge, skills and attitudes (KSA) required for the GO, PRI, and ULB functionaries. Other features that rendered this Project unique were its focus on Disaster-Development Inter-relationship, Mainstreaming Gender Analysis, Disaster Risk Reduction, Sustainable Livelihood Framework, Psycho-Social Care in Aftermath, and Role of Stakeholders.

This Project was not merely an attempt at building capacities in DM, as it could tap the huge gap in the area of capacity strengthening through its surveys and could arrive at a detailed list of KSAs as well as DM tasks under 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendment Acts. The Project also came up with a thorough set of problems and suggestions in this area, garnered by its respondents-the GOs, PRIs, and ULBs. Some of its suggestions are very viable for all times and emergencies. The list of Project's

Achievements, Problems and Suggestions is given ahead. The Project had a very wide reach and was quite successful as a Pilot Study. It was an endeavour, which if replicated in more states and districts, will go a long way in building capacities.

### **Achievements, Constraints and Suggestions**

Many other problems/issues were raised during the conduct of FFTP. The participants in their feedback put forth certain valid issues, which we have categorized into:

#### **Achievements**

- The overall response from the participants was quite positive. The participants felt that FFTP sessions were quite informative. Skills imbibed through FFTPs would come in handy in case of unforeseen events.
- Participants found the FFTP Sessions very participatory, as examples were drawn from past disasters and real experiences. They learnt a lot through the mock drills, slide shows, DVD, CDs and presentations. They found HVRC to be extremely useful and interesting too. They found the learning material, that is, the training booklets very useful.
- The participants found the Sessions were in good sequence and logically linked.
- Group activities in Sessions 3 and 5 were great assets. The participants found some group activities more interesting than the others. These were 'Role of different line Departments', and 'PRI & ULB in relief and response work', 'Community Based Disaster Management Plan (Plan of Action)' etc.
- Participants learnt new topics such as KSAs, disaster rehabilitation, disaster recovery, disaster and development interface, as well as the structure of disaster management in India. Participants could clarify their doubts on components of hazard, risk, vulnerability and capacity.
- Participants found that community awareness was an essential factor for effective disaster management.
- Participants showed immense interest in the topic on disaster preparedness and mitigation.
- Uniform and standardized training methodology was adopted throughout the universe of the Project, which is an achievement.
- FFTPs were conducted by the local Resource Persons, who were thoroughly well-oriented for the purpose in the Orientation Workshops conducted in each of the identified State.
- Local specific Case Studies/ Group Activities/ Table-Top Exercises were carried out.
- Maximum effort was made to ensure qualitative participation of the participants.

#### **Problems**

- It was felt that too many issues/topics were planned to be covered under FFTPs, within a span of mere two days.
- Many felt that training module did not cover real life situations at as much length as required.
- Quoting examples from their experience, many participants voiced their grievances, which included mismatched priorities of the government that did not attach attention to the issue of disaster management.

- Some averred that in a disaster situation, SAR volunteers were hard to be found. Those who were involved were not adequately trained in SAR skills.
- FFTP were conducted mainly at the District and in a few cases at Block level, participation from far flung/remote areas was limited.
- Participation from ULBs was little low, as the number of ULBs was less than the number of PRIs in every district.
- Participants found it difficult to stay overnight as there was no provision for making their stay arrangements.
- In most cases, participants could not be given advance information about the FFTP to be attended by them.
- Less number of local specific Case Studies was included in the FFTPs.
- Inadequate focus on visual presentations.

### **Suggestions**

- Strengthening of CBDM system is the best to reduce the impact of disaster.
- Organizing training with residential facility so that the trainees do not get distracted because of their other regular activities.
- Organizing training along with community representatives.
- Organizing training workshops once in six months to keep participants updated and alert about preparedness and disaster management strategies.
- Organizing mock/ preparedness drills regularly and for a longer period.
- Creating awareness needed at the community level, as it becomes difficult to match the “wants” of the community with the “actual needs” in disaster response.
- Including more visuals (photographs / videos) in the presentations.
- Organizing longer and detailed training programmes.
- Creating awareness at the community level about disaster management and community participation in disaster risk reduction.
- Preparing community DM Plans.
- Making provision for at least one detailed training for new Panchayat members and leaders with residential facility.
- Provisioning training support for annual plans on disaster management plan at the panchayat/ ward level.
- Providing for training of school children .
- Including more case studies with visuals into the training modules.
- Conducting FFTPs at regular intervals.

- Honing the skills of Master Trainers in each District for helping the local resource persons to be developed as Master Trainers.
- Involving SDMAs in each disaster prone State to carry out similar Capacity Building exercise on a regular basis.
- Urging the SDMAs in the 11 covered States under the Project to conduct FFTP's in the remaining Blocks of the target Districts and in other Blocks of the remaining districts. It can accordingly be replicated in other States.
- Passing on the Training Material, presently developed in 7 local languages, to the SDMAs of the concerned States for adding more local specific information and illustrations. Initiative could be taken to translate it in many more regional languages.
- Integrating the DM with development plans at all levels.

Thus, the Project threw open a comprehensive cluster of achievements and success stories. The problems faced were outnumbered by the accomplishments. So many efforts went into the Project design and implementation that it is essential to make note of the triumph points so that they can be included in other Projects on capacity building. In fact, this very endeavour needs to be broad-based to cover more states and districts. Mainly, all respondents spoke positively about the Project's structure, content and administration. The plea for more such training programmes/refresher courses/ preparedness drills was vociferous. The fact that a proportionate input of KSAs was doled out during the Project could fill the huge gap in knowledge component of such Projects. Even the attitude component was overtly addressed as participants knew well about the positive attitudes that were addressed during the FFTP's. On skill input, the Project was very methodical and novel. Suggestions poured in for more qualitative training, at more places, covering more functionaries. Focus was on better inventory development at village levels, local resource utilization, and formulation of specific disaster response strategies. The bedrocks of these suggestions could be summed up by the acronym-CONCORD- coordination, organization, novel thinking, communication, responsiveness, and disaster planning. In a way, 'concord' or harmony is the only hope in disaster aftermath. If strategies on relief and recovery are in concord, effective disaster management is possible.

The connect between disasters and development and the will to innovate and think differently were the key components that were amplified by the Project. Besides, new ideas such as gender sensitivity, bottom-up planning, infrastructure efficiency, post-trauma care, sustainable development, disaster risk reduction, and stakeholder participation held the Project high on goals and content. Future perspective should entail a revisit of the given problems and come up with disaster management strategies that focus on effective training, non-renewable resource development, disaster-resistant structures, legal framework, traditional wisdom, participatory planning, relief-rehabilitation continuum, environmental protection and livelihood approach. This Project amplified the goodness in taking small but systematic steps in the journey towards effective capacity building for disaster management.