

**THEMATIC SESSION D2
COMMUNITY BASED DISASTER MANAGEMENT**

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ABSTRACTS

**SOCIAL TRANSFORMATION MODEL:
THE CONCEPT AND ITS APPLICATION IN TSUNAMI
AFFECTED VILLAGES**

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“The Social Transformation” model combines psychological and social support methodologies to bring about a social change, recognizing that the individual must also be supported and integrated within social support structures. Social transformation empowers the community to actively engage in supporting each other by giving them the knowledge and resources they need. It helps the community to

- understand the processes that influence the receipt or mobilization of post-disaster psychosocial support
- identify methods of applying such influence
- Implement a long term plan to arrest decline in psycho-social resources
- Build fresh resources that substitute for those lost
- Re-establish psycho-social patterns

Social Transformation combines psychological, social support, communication and educational methodologies to re-establish social support structures and processes. It recognizes that the individual must be supported and integrated within emerging post-disaster social support

structures, and empowers the community to actively engage in supporting each other by giving them the knowledge and resources they need.

In order for the effects of Social Transformation on the individual, the family, and the community to be effective, and long lasting, it must tie into local religious beliefs, community lifestyle and cultural traditions.

Social Transformation, is, therefore, a recovery process that overcomes psychological and social resource deterioration and re-establishes socio-cultural patterns.

The paper discusses the application of the Social Transformation model in Tsunami affected villages in Cuddalore district in Tamilnadu.

INTEGRATING TECHNOLOGICAL INTERVENTIONS AND COMMUNITY CENTRIC APPROACH FOR DISASTER RISK REDUCTION

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Disaster risk reduction begins with information and its appropriate dissemination. The advances in information and communication technologies (ICTs) that have emerged over the last two decades lend themselves to greater possibilities of integration of different communication systems. The interoperability of various communication systems including internet, mobile phones, fax, e-mail, radio and television is reaching out rapidly to the large cross-sections of the people, including the fishing communities. As a result, the possibilities of ICTs in disaster risk reduction are also increasing. ‘The last mile’ outreach of such systems is however driven by myriad of interventions at the various levels. There are both social and technical aspects to the application of ICTs in disaster risk reduction. The effective application of these technologies depends greatly upon their appropriateness for the social and economic context in which they are applied. Community owned ICTs based approaches sound to have greater impacts as well as enhanced sustainability. The present paper intends to describe the emerging role of ICTs for disaster risk reduction especially in the context of fisheries sector and highlight the emerging challenges in making the application of these technologies more effective.

Space technology, as an important component of ICTs, provides both content as well as conduit. It enables ‘last mile’ outreach especially in

underserved and backward areas and thus assumes greater significance in addressing the risk reduction issues with regard to fishing communities. Further, Remote sensing, particularly satellite meteorology (SatMet), enabled products has been extremely valuable to enhance livelihood opportunities and also to reduce the risk of fishing in the deep ocean. In fact, livelihood opportunities must be insulated from the risk and this is where the technological interventions from remote sensing as contents and satellite communication as conduit play the strategic roles for the fisheries sectors.

While taking note of all success related factors under the different conditions and contexts, it reveals the fact that such technological interventions if used strategically and as an integral part of building the livelihood systems of farmers and fishermen, help in reducing risk. How well community learn from the use of, and increasing gain from access to such systems, is a function of many variables, including the opportunities to make profits from greater knowledge, technological choices, change management strategies, and national, state and local priorities. What holds the key is linking such products to the value and service chains. There are efforts, which exemplify how such potentials could be harnessed. Community owned strategy makes how such possibility could work in support of the poor and marginal fishermen community.

**COMMUNITY SAFETY PLAN FOR
COMMUNITY BASED DISASTER MANAGEMENT**

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Environmental Hazards may be defined as those extreme events either natural or man-induced, which exceed the tolerable magnitude within or beyond certain time limits, make adjustment difficult, result in catastrophic losses of property, income and lives and become headlines of different news media at world level. Natural environmental hazards involve comparatively rare high density processes and extreme events caused by both terrestrial and atmospheric processes. Where a hazard impact is such that normal community and organizational arrangements are no longer functioning, disaster can be said to have occurred. Natural disasters take a huge toll of human lives and property and severely hamper development. It may not be possible to prevent natural disasters totally, but with careful pre-disaster planning and preparedness, we can reduce the adverse effect of the hazards and the economic loss. Here evolves the significance of disaster management. Disaster Management means a planned and systematic approach towards understanding and solving problems in the wake of disasters. It involves the systematic observation and analysis of measures relating to disaster prevention, mitigation, preparedness, emergency response, rehabilitation and reconstruction. It may be realized that disaster management is a function of community preparedness. A natural hazard can transform into a natural disaster depending on its impact on society in terms of loss of life and property. In order to enhance community preparedness, a proper safety plan is what is essential. The

community preparedness plan involves all pre-disaster planning to reduce the loss as a result of natural disaster. It is basically a synthesis of various specific plans to solve a common purpose. This paper presents the various methods to be followed in the formulation, development and implementation of a community safety plan that forms the backbone of community based disaster management.

**COMMUNITY BASED DISASTER MANAGEMENT-
EXPERIENCE OF SEEDS**

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The paper will primarily focus on the implementation of Community Based Disaster Management at village level and challenges faced by the various stakeholders. These are being viewed against the vulnerability of the island community with regard to the hazard exposure.

Small island communities in the Andaman & Nicobar Islands are vulnerable due to their small size and difficulties in accessibility. Faced with the threat of recurrent disasters viz. earthquakes, Tsunamis and cyclones- the challenge lies in creating disaster resilient communities rather than disaster resistant communities.

Peculiarities of the island communities warrant that the risk reduction aims at empowering communities. Increasing population growth, migration from the mainland, unplanned settlements and vulnerable construction practices have increased risks on these islands.

Hence, it is necessary that the communities are resilient and proactive during the occurrence of such fatal disasters. There is urgency and need to develop a model approach for reducing risks such that it empowers the community to such an extent that they are sufficiently resilient against any future disasters. The Bottom-Up approach in terms of resource allocation and exercising powers in Panchayati Raj Institution will also be the key factor. Community Based Disaster Management and Reduction is the

integral part of various programs undertaken by SEEDS and the core sectors identified in order to ensure capacity building and resilience are: Education, Livelihood, Institutional mechanism for Broad based Disaster Reduction & Development, Safe Construction Practices and Water & Sanitation.

A METHODOLOGY FOR COMMUNITY BASED DISASTER RISK MANAGEMENT

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One of the lessons drawn from past disasters is that active involvement of the local people in the affected areas during disasters has been lacking and formed the weakest link in all risk management strategies. Despite the advances in science & technologies for disaster prevention, mitigation and management, the actual levels of successfully dealing with any disaster have been found to be low. This realization led the author to develop a workable methodology for community based disaster risk management which was applied successfully by the rural communities in a part of Rudraprayag District, Uttaranchal State, India. The paper aims to discuss the methodology, its potential application in similar situations and the limitations therein.

The methodology has basically six distinct activities proposed in two phases: Hazard, Vulnerability, and Capacity Assessment in the first phase and Hazard Prevention / Mitigation, Vulnerability Reduction and Capacity Building are the subsequent activities for the second phase. The first phase requires informing people through awareness and sensitization campaigns about the impending risks due to disasters so that their self interests are aroused in this activity. Subsequently, inspire them to act against these risks and ensure them outside support to gain necessary knowledge, technologies, resources, and skills for managing these risks. Thereafter, the methodology explains how communities in rural areas can assess, plan and

manage disaster risks by active participation of the public with the support of professionals, administrators and other stakeholders.

Finally, a proactive continuum plan with necessary socio-economic, scientific and technical information as well as implementation, monitoring and review strategies for effective disaster risk management is available for deriving self initiatives and actions on the part of local communities to eliminate / reduce losses or threats from potential disasters.

COMMUNITY – HOUSEHOLD PROCESSES IN TSUNAMI REHABILITATION

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This paper is built on a series of in-depth case studies of tsunami affected families. These case studies will bring out the nuances of the rehabilitation process from the perspective of the affected, and also allow for close examination of personal and community coping capacities. Some of the key questions answered are:

1. What was the condition of the family and community prior to tsunami?
2. In what ways did the tsunami alter life conditions of the family – immediate impacts (loss of lives, property, injury, etc), medium-term impacts (loss of status due to economic and social impacts); and long-term impacts (irreplaceable loss with long-term implications – loss of children, widowhood, etc.) impacts?
3. How did the tsunami affect individuals – women, men, aged, children? Are there differentials along caste, age, religion, occupational and gender lines?
4. What were the relief and rehabilitation policies/programmes announced by the government and non-government agencies, and what is the current status of realization of these entitlements at the family and individual levels?
5. What are the significant micro and macro factors that facilitated/impeded recovery at the family level? And the role of community in recovery process?
6. What is the current status of the family – economic, social, and psychological?

Abstracts: Thematic Session – Community Based Disaster Management

- What has been regained / repaired,
- What can be yet be regained / repaired, and
- What cannot be regained / repaired, and why?

INSTITUTIONALIZING CBDRM – ROLE OF YOUTH LED ORGANIZATIONS

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Community Based Disaster Risk Management (CBDRM) is a process in which at –risk communities (the first responders) are actively engaged in the identification, analysis, treatment, monitoring and evaluation of disaster risks in order to reduce their vulnerabilities and enhance their capacities .Due to the severity and widespread nature of natural disasters in India, the need for the institutionalization of CBDRM in government policy making and programmes has been considered as of significant value to the nation. The institutionalization of CBDRM is meant to internalize and mainstream the concept in the government policy making and planning; and all tiers of the government.

In this paper, activities in the regions by Youth led organization on Disaster Management wherein mainstreaming Disaster Management in on –going training and capacity building programmes of youth led organizations -National Service Scheme (NSS) and Nehru Yuva Kendra Sangathan (NYKS) at national ,regional and state levels in India and promotion of Volunteerism for prevention, mitigation and preparedness and strengthening community action for risk reduction and sustainable recovery in India has been given with key focus on the CBDRM practices and role played by young professionals as a National United Nations Volunteers(NUNVs) , young volunteers in National Service Scheme (NSS) and Nehru Yuva Kendra Sangathan (NYKS) , India.

COMMUNITY INVOLVEMENT IN FLOOD RESPONSE AND REHABILITATION

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Maharashtra was plagued by unprecedented floods causing havoc in Mumbai, Pune and other districts resulting in tremendous loss to human life, public and private property. The development sector responded to the needs of impacted through a process of relief, rehabilitation and livelihood restoration. There is a huge reservoir of knowledge and expertise in development sector in the world. However, the insights of the local communities and the solutions they find to problems sometimes outweigh this expertise as was experienced by DST in its flood response operations. The needs and opportunities differed at a local level and approaches needed to be adapted to respond to local realities. We, at DST, faced an unprecedented need and an unprecedented opportunity to learn from the disaster response.

DST has had the experience of disaster response in the Maharashtra earthquake (1993) and thereafter Gujarat earthquake (2001) where it worked with a number of civil society organizations in planning, funding and executing relief, rehabilitation and livelihood promotion by addressing gender issues and rebuilding communities. This experience proved valuable in responding to the Maharashtra Flood in 2005. The Pune and Pimpri-Chinchwad metropolis's low-lying urban slum areas and districts of Pune, Sangli and Kolhapur where DST has its urban and rural Microfinance programme, were submerged due to heavy rains and water released from dams. DST undertook relief operation in the affected areas.

The entire process of damage assessment and distribution of the relief packages was conducted very smoothly with the active involvement of local community leaders and SHG's.

It is this background against which a few instances of best practices of action taken by civil society organization in India could be seen as learning's for all. Our intervention in disaster situation would reveal how civil society can address the issues of disaster management from gender perspectives and help urban and rural women to put the development process back on track evolved through MF programme. This experience in responding to the natural disaster can examine the initiatives of DST and its impact on development and the manner in which this impact has been achieved.

COMMUNITIES LEAD IN COST EFFECTIVE PREPAREDNESS AND RECOVERY

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Disaster prevention and preparedness is a neglected aspect even though the occurrence of disaster is a regular phenomenon in coastal Andhra. Popular literature and mass media have portrayed disasters, as disorganizing agents causing chaos and confusion. It is presumed that in the aftermath, the governments, international agencies were able to put back together what had been disturbed. The emphasis was on ‘outside’ help as communities were portrayed to be in a state of helplessness, panic and conflict leading to social disruption.

Keeping in view of the problems encountered by victims of disasters, a local network has initiated a programme for “Community induced early warnings and preparedness in more than 350 most vulnerable villages in the coast to mitigate the effects of disaster and assist villages hit by calamities.

The effort made by CADME is a successful one involving the local communities in developing their village contingency plan to combat the disaster situations and to mitigate the effects of disaster. Communities as part of the experiment now network with other communities, are prepared to encounter the problems arising during and post disaster situations and have dynamic task force with skills. The paper recommends community level mechanisms, in particular, women and children as agents of change in cost effective preparedness and recovery in disaster prone areas. This kind of preparedness will help the country’s economy, instead of spending

crores of money on relief operation. This methodology and the examples of community initiatives will go a long way in mitigating the effects of disasters towards reducing the loss of life and property.

INVOLVING COMMUNITIES IN DISASTER TASK FORCE

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The fisherwomen were the first victims in the recent tsunami disaster because of various factors like dressing methods, long hair, their living environment and making attempts to safeguard their children's life, properties and belongings. They faced undesirable conditions in relief camps like menstrual periods and related problems, pregnant and lactating women and their associated problems, sanitation constraints and sexual harassment. In the relief phase the fisherwomen and adolescents were deserted, neglected and deprived of relief items. They also had to face health problems due to undesirable conditions in the temporary shelters, coupled with some specific family privacy problems. In the rehabilitation phase fisherwomen were neglected in decision making process and they were voiceless as they had no property and livelihood rights.

After the tsunami, there were certain positive impacts for women too. Fisherwomen were provided increased chances and opportunities by NGOs leading to their economic empowerment, as a result of which they got recognition in their family. The negative impacts of the disaster included high expectations from the community and dependency on NGOs and related organizations. There were certain socio-economical changes and chances were provided to fisherwomen to take part in the planning process, develop leadership and capacity building activities, and participate in monitoring and implementing project activities.

SUPPORTING LOCAL CAPACITIES: MAKING AN IMPACT IN COMMUNITY BASED DISASTER MITIGATION

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1. CBDM in South Asia

South Asia has one of the greatest range of approaches and contexts of community based risk mitigation initiatives in the world. However, efforts in upscaling and integrating such initiatives is very limited and scattered. Community based initiatives set in at the end and not the beginning of humanitarian involvement in South Asia. They cover a range of sectors - food, water, work, shelter and health; and consist of formal and informal structures and systems.

2. Key Aspects in CBDM:

External responses at times, undermine local initiatives, replace local capacities, and even kill community based organizations. Victims' capacities are difficult to support from outside. Most victims' recover, reduce risks, and choose development paths for themselves. 'Risk' and 'Resilience' may be vague concepts, but when rooted or institutionalized within the community based organizations risk reduction become reality. A Community Based Approach begins with understanding local capacities and building institutional capacities to support victims own recovery efforts. What makes community based approach work is the "Real" participation of the poor. Those who themselves are exposed to risks make decisions about teams, activities, and money the percentage of reducing risk successfully goes much higher.

3. Levels in Risk Reduction Capacity

Three levels can be distinguished in addressing risk reduction capacity:

- **Individual:** Identify needs and formulate solutions, professional skills/abilities, and understanding risk in own action and decisions.
- **Organizational:** Organize groups for meeting long-term goals, advocating resilient livelihoods, and training constituents how to meet human security needs.
- **Enabling Environment:** Legal recognition of human rights, standards of accountability, incentives for human security, and agreed framework/prioritization of risk reduction

4. Factors for Success of CBOs

A number of aspects are very important to enable the success and survival of community based organizations. These include the ability to be innovative under adversity and to map growth path; legitimacy and political neutrality and the capability of harmonizing group identities and aspirations (Banarjee's study for OECD). Further, CBOs need to be able to deliver on donor and national statutory requirements and approach the funding issue technically and 'donor savvy.'

5. Recommendations

Sector-wide discussions at the global level should be initiated to address the need for a fundamental re-orientation of the humanitarian sector based on the principle that the ownership of humanitarian assistance should rest with claim-holders. This implies a shift of emphasis from delivery to support and facilitation.

The engagement with local and national capacities is the starting point to community based disaster risk reduction. Special attention needs to be paid to social inequalities, exclusion and hierarchies. Further activities need to keep in mind how to contribute to an enabling environment and context.

Strengthening Community Initiatives Through Gram Panchayats For Rehabilitation in Tsunami Affected Areas in Nagapattinam District in Tamil Nadu

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During natural calamities, it is a humane tendency to help the affected people in many ways both in relief and rehabilitation on a humanitarian ground and in the process of extending such helps, the organizations, institutions and individuals will tend to forget the role of the communities and the innate capacity, skill and capacity of the local communities in managing their affairs. As a result, the affected people are looked at with pity and they are made to receive the assistance. As a result, the self respect of the community is at question. Further their skill, capacity and capability are not used. One important aspect every one has to understand that the communities are managing the affairs after disaster till the arrival of the Government Departments and voluntary organizations. It has been witnessed in tsunami affected areas in Nagapattinam that in the first two days only the communities managed the affairs. But in general affected people are not involved in the relief and rehabilitation activities. As a result, the external agencies work on a supply driven mode not on a demand driven mode. Agencies, organizations, institutions and individuals who gained rich experiences in disaster mitigation in one place, have not utilized the same in other places. In all the times it had been emphasized the role of communities in disaster management.

This paper is the result of an exercise done in seventeen Gram Panchayats in Tsunami affected areas of Nagapattinam District of Tamil Nadu. This exercise is basically evolving micro plan for reconstruction of the Tsunami affected villages with the active participation of the people and the active support and partnership with NGOs and Government Departments. It is a process oriented exercise and not target oriented one. The experiences are documented in this paper.