



# CMI SOCIAL APOSTOLATE NEWSLETTER

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Special Issue On Kerala Flood -2018

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## FLOOD RELIEF AND REHABILITATION ACTIVITIES



*"Alone we can do so little, together we can do so much."*

-Helen Keller

### In this Issue

#### A. Involvement Under CMI Generalate

#### B. Involvement Under CMI Provinces

- St Joseph's Province, Trivandrum
- St Joseph's Province, Kottayam
- Carmel Province, Muvattupuzha
- Sacred Heart Province, Kochi
- Devamatha Province, Thrissur
- St Thomas Province, Kozhikode
- Preshitha Province, Coimbatore
- St Paul's Province, Mysore
- Mary Matha Vice Province, Bellampally

Table 1. Flood Relief through CMI Involvement 2018

Table 2. Fund Received by CEVA for Flood Relief 2018

Table 3. Expenses towards Relief activities, CEVA 2018

Moderator

Rev Fr Varghese Vithayathil CMI

Chief Editor

Rev Fr Varghese Kokkadan CMI

The month of August 2018 is a black month in the history of Kerala people. The devastating Kerala flood that took place in this month has called the attention of the whole world. Water, the sign of life, has become a means of destruction. On these destructive days, 483 people lost their lives, 14 persons were missing, 140 persons were hospitalized, many became homeless, jobless and were without the means of their livelihood. This suffering left them in misery and fear. It is now the responsibility of the world conscience to build human community and give dignity to the victims of Kerala Flood.

# Message



"I desire mercy, not sacrifice," so says our Lord Jesus Christ. (Mt. 12:7) The whole world witnessed a saga of mercy during the devastating Kerala Flood of the century: A story of mercy rendered successful through the sacrifice of many- their time, energy and material resources. The challenging but thrilling phases of Rescue and Relief are getting over and we are now passing through the more challenging but not so thrilling phase of Rehabilitation. The CMI Congregation has been effectively involving in the rescue and relief programs through our Generalate, its allied institutions, Provinces and their institutions. We generously kept all our houses and institutions open for the flood victims. Thousands of our Brothers and Sisters were our guests for weeks. We were blessed with their presence and in turn blessed by the Father in Heaven as we followed the words of our Lord Jesus Christ to share food, drink, clothes and shelter with the needy. (Mt. 25: 31-40)

The more difficult and challenging task lies ahead of us, namely, to accompany the flood victims emotionally and spiritually and to support them to start a new with regard to the means of livelihood, repairing and rebuilding their houses. Our Congregation is trying its level best in this aspect also.

A brief documentation of our Rescue, Relief and Rehabilitation programs would be of great help for ourselves and for our posterity so that we could be better motivated and more effectively plan our actions in such eventualities. With this purpose in view the present issue of our Newsletter is exclusively devoted to the Rescue, Relief and Rehabilitation of the CMIs for the Kerala Flood victims. Let this Newsletter inspire its readers "not to be weary of showing mercy to others" as Pope Francis reminds us.

*Wishing you a Happy Christmas in advance*

**Fr. Varghese Vithayathil CMI**

Vicar General and Moderator, CEVA



## A. INVOLVEMENT UNDER CMI GENERALATE

### 1.1 Chavara Hills, Kakkanad

The General Department of Social Apostolate coordinated the rescue and relief activities with the help of the Provincial Councilors for Social Apostolate. Hit by intense flooding, CMI Prior General's House, Kakkanad, rendered services to flood affected people in kind and cash. It became a temporary house for about 35 people for one week.

### 1.2 Immediate Flood Relief activities for needy families

As part of immediate relief, CEVA provided financial assistance to fifteen families at Kaipatoor, Kalady, Kuthiyathode and CSR, Pariyaram for the maintenance of houses. Rev.Fr. Varghese Vithayathil CMI, Vicar General and Moderator of CEVA, Rev. Fr. Varghese Kakkadan CMI, Secretary cum Treasurer CEVA & Fr Kurian Bharanikulangara were present for this venture. Till this day, CEVA distributed Rs 5,105,314/- to the different Provinces and other beneficiaries for helping the affected families.



Financial aid for housing to four families at Kalady

### 1.3 Solidarity with the flood victims at Kainakary

Kainakary, a place at Kuttanad was deadly affected, wherein 99% of the people had to displace from their place during the flood. Relief and rehabilitation measures were adopted during that time. Through CEVA, the RO plant at Chavara Bhavan, Kainakari was renovated for the supply of drinking water in the village. The Plant was blessed by Bp. Gratian Mundadan. Food items, dress materials, study materials etc were also provided to various relief camps through benefactors. A Mobile Medical camp was organized by Red Cross and Sargakshethra at Kainakary and medicines were

provided for more than one week. Dixcy Textiles Pvt Ltd extended their support by providing dress materials.



Blessing and Inauguration of the RO Plant

### 1.4 Chavara Cultural Centre

Chavara Cultural Centre, Ernakulam, an icon of inter religious harmony and brotherhood, devoted to the unified development of art, culture and education in collaboration with CEVA and individuals provided about 20,000 packets of food items in and around Ernakulam, Alappuzha and Thrissur along with drinking water, dress materials and other materials during the time of flood. The Hotel Management team of CIMAMS (Chavara Institute of Management and Media Studies), Parishioners, Local community and students joined together to support the flood relief activities to the best possible extent.



Packing Food Materials at Chavara Cultural Centre

### 1.5 Dharmaram College and its Constituent Units, Bangalore (See Table 1)

### 1.6 Carmel Vidya Bhavan and its Units, Pune (See Table 1)

## ROLE OF VARIOUS AGENCIES IN DISASTER MANAGEMENT

Disaster Management can be defined as the organisation and management of resources and responsibilities for dealing with all humanitarian aspects of emergencies, in particular preparedness, response and recovery in order to lessen the impact of disasters. The people to respond first to a disaster are those living in the local community. They are the first to start rescue and relief operations.

### **Role of the Union Government:**

The Union Government plays a key supportive role in terms of physical and financial resources and providing complementary measures, such as early warning and co-ordination of efforts of all union ministries, departments and organisations. At the apex level, a Cabinet Committee on Natural Calamities reviews the crisis situation.

A high level committee of ministers under the chairmanship of Minister of Agriculture deals with the issue of financial support to be provided to the State Governments from the National Disaster Response Fund, if the funds available with the State Governments under State Disaster Response Fund are not adequate.

### **National Crisis Management Committee (NCMC):**

The Cabinet Secretary, as the highest executive officer, heads the National Crisis Management Committee (NCMC). Secretaries of ministries and departments concerned and heads of other organisations are members of NCMC, which reviews and monitors crisis situations on a regular basis and gives directions to the Crisis Management Group. The NCMC can give directions to any ministry, department or organisation for specific action needed for meeting the crisis situation.

### **Crisis Management Group:**

The Crisis Management Group (CMG) consists of nodal officers from various concerned ministries. Apart from CMG, the National Executive Committee headed by the Home Secretary performs the statutory coordination and functions as per the DM Act, 2005. The CMG's functions are to review annual contingency plans formulated by various ministries, departments and organisations in their respective sectors, measures required for dealing with natural disasters, coordinate the activities of the

Union Ministries and State Governments in relation to disaster preparedness and relief, and to obtain information from the nodal officers on all these issues.

### **Funding Mechanism:**

Each state has a corpus funds, called State Disaster Response Fund, administered by a state level committee headed by the Chief Secretary of the State Government. In case the funds under State Disaster Response Fund are not sufficient to meet the specific requirements, State Governments can seek assistance from the National Disaster Response Fund—a fund created at Central Government level. Both these funds are meant for relief and rehabilitation and do not cover either mitigation or reconstruction works, which have to be funded separately by the State or Union Government.

### **Role of State Government:**

In India, the basic responsibility to undertake rescue, relief and rehabilitation measures in the event of natural disasters rests with the state government. Since the very beginning, the entire structure of crisis administration in the state governments had been oriented towards post disaster relief and rehabilitation.

Most of the states have Relief Commissioners who are in charge of the relief and rehabilitation measures. Every state has a Crisis Management Committee under the chairpersonship of the Chief Secretary, consisting of secretaries in charge of concerned departments, which reviews crisis situations on a day-to-day basis at the time of crisis, coordinates the activities of all departments and provides decision support system to the district administration. At the ministers' level, a Cabinet Committee on Natural Calamities under the chairpersonship of the Chief Minister takes stock of situations and is responsible for all important policy decisions.

### **Role of District Administration:**

The District Magistrate/Collector has the responsibility for overall management of disasters in the district. He has the authority to mobilize the response machinery and has been given financial powers to draw money under the provisions of the General Financial Rules/Treasury Codes.

All departments of the State Government, including the



police, fire services, public works, irrigation etc., work in a coordinated manner under the leadership of the Collector during a disaster, except in metropolitan areas where the municipal body plays a major role. The District Collector also enjoys the authority to request for assistance from the Armed Forces if circumstances so demand. NGOs have also been effective in providing relief, rescue and rehabilitation in recent times.

### **Role of Local Self-Governments:**

Local self-governments, both rural and urban, have emerged as important tiers of governance, after the 73rd and 74th Amendments to the Constitution. For the people, they are also the nearest units of administration and are among the first responders to any crisis besides being closely knit with the communities. These units can thus play an important role in crisis management under the overall leadership of the District Administration.

### **Role of Public/NGO/Civil Society/Media:**

The local community is usually the first responder in case of a disaster. Local community also carries traditional knowledge and relevant counter measures regarding disaster management. So the role of local community must be utilised with the help of NGOs and media. District administration should also focus on capacity building, participation and empowerment of these stakeholders in disaster management.

Mobilisation of community action supported by local NGOs, along with government machinery is a must for quick, efficient and effective response. For this, healthy coordination must exist between local administration and local community/NGOs. NGOs, civil society and media also play an active role as pressure groups in a democracy and render their services as a watchdog.

### **What is needed?**

We cannot prevent natural hazards, which are endemic to our geology, geography, climate, social and cultural settings, but we can certainly strive to manage crisis more efficiently so that hazards do not degenerate into disasters. In the realm of crisis management, announcing a policy, or promulgating a law, or creating an institution is a relatively easy task; the challenge lies in implementing policies to achieve the desired outcomes.

Crisis management, a governance issue that is both vital and complex, is at the core of India's administrative system.

The system requires innovative thinking and fundamental changes in order to quicken the emergency responses of the administration and increase the effectiveness of the machinery to meet the crisis situation and enhance crisis preparedness. Our aim should not only be having more efficient systems of governance but also innovative ways of capacity building and empowerment of all stakeholders at all levels, including panchayats and the community, strategic applications of science and technology, realisation of a sound emergency communication network, building safe homes and infrastructure, and learning from research and development, as also from the experiences of handling crisis situations in the past. Systematic preparedness, early warning, quick response and sustainable recovery have been the cornerstones of approach to disaster management.

### **Use of Mass Media and Social Media:**

Mass media plays a very important role in spreading awareness about disasters. This is an opportune time to carry out public awareness campaigns and use media to focus on generating awareness about the risk the community is exposed to. This could best be achieved through a healthy partnership between the media and the disaster management machinery.

An important input in such awareness generation programmes could be the lessons that have been learnt from disasters in the past or from those in other areas. For this purpose, the details of all such disasters need to be properly documented and kept in the public domain. The District Disaster Management Authorities, the State Disaster Management Authorities and the NDMA should have these details along with the lessons learnt, on their respective websites.

(n.d.). Retrieved from <http://www.geographynotes.com/disaster-management-2/role-various-agencies-disaster-management-india/5509>

[www.ilankelman.org/miscellany/Disasterdefinition.doc](http://www.ilankelman.org/miscellany/Disasterdefinition.doc)

## **ROLE OF KERALA STATE LEGAL SERVICES AUTHORITY (KELSA) IN THE MATTER OF MITIGATING THE GRIEVANCE OF FLOOD VICTIMS**

**Advt. Reena Abraham**

Natural disasters like cyclones, flood, earthquakes, volcanic eruptions, famines, drought, landslides etc. cause havoc to the life of citizen and nature as a whole from time to time. India is not an exception as it has been traditionally vulnerable to natural disasters, on account of its unique geo-climatic conditions. Floods, droughts, cyclones, earthquakes and landslides have been recurrent phenomena in India due to large population growth, and migration into urban areas. Kerala also has witnessed havoc caused by cyclones and storm surge in the coastal regions, monsoon floods, landslides, and recently the torrential rain caused flood. The state of Kerala currently is in a dilapidated condition reeling under damage to property worth crores of rupees, death of people, livestock and heavy loss to agriculture. The government is now trying to mitigate the damage caused by the recent flood by various ways of grievance redressal mechanisms and rehabilitation process with the help of governmental machineries and non-governmental organisations. But still the absence of a proper mechanism to expeditiously mitigate the issue is an alarming problem.

When the earth quake devastated the entire state, High Court of Gujarat directed the State Legal Service Authority to help and co-operate the Government agencies for ensuring timely relief through relief material, cash and compensation money and also appointed District Judge as Ombudsman in each district, who was the ex-officio Chairman of District Legal Services Authority constituted under the Legal Services Authorities Act, 1987.

Presently in Kerala also the role of Kerala State Legal Services Authority (KELSA) in the present flood related matters is so relevant as under section 12 (e) of the Legal Services Authorities Act, 1987, a victim of a mass disaster is entitled for legal services under the above act. The Adalats or judicial bodies under KELSA should receive complaints and grievances of the victims, and after necessary investigation with the assistance of revenue authorities and N.G.Os., bring them to the

notice of the government officials and agencies in charge of relief and rehabilitation programmes or dispose of the complaint. The District Legal Services Committee, also can act in full co-operation with and support from the Governmental, Non-Governmental Agencies and various officials and members of the staff working with them. The District Legal Services Committee can constitute Consultative Committee or Committees of persons from different fields to help and guide them in the work of relief and rehabilitation operations. They can seek co-operation of medical men, engineers, educationists, lawyers, social workers and students. In case of any serious difficulty or grievance, the District Chairman can bring it to the notice of the Kerala State Legal Services Authority, through its Secretary for taking up the issue through the authority with the Government.

It is also a fact that when natural calamities occur, every section of the Society, Individuals, Corporate sector, N.G.Os, media professional and Social Organisation do come forward for providing relief and rehabilitation to the person affected by the calamity. International community, organisations and even foreign countries also provide financial assistance and other logistics support to the person affected by natural calamities and in the absence of support and co-operation from the part of the organisations and institutions no relief and rehabilitation work can indeed be carried out effectively and expeditiously.

Monetary contributions from persons and organisation in order to mitigate the natural calamities is one of the most important facet of relief operations apart from food, clothes, medicines and other medical relief, drinking water etc. The entities who contribute liberally for the purpose of extending a financial help to the victim though do not personally go to the affected site or region, but they donate money or item to the Central or State Government, or other agency with an intention to utilize the funds only for the purpose for which the same is granted. There are reported cases where in serious allegations of misappropriation, mismanagement and diversion of donations and contributions are raised. If a supervisory body headed by KELSA exists there can be a regulatory mechanism to monitor the distribution of the amounts and enquire into the allegations of any mismanagement and misappropriation.



## B. INVOLVEMENT UNDER CMI PROVINCES:

### 1. ST JOSEPH'S PROVINCE, TRIVANDRUM (See Table I)



Relief work carried out by Samagravikas Social Service Society

### 2. ST. JOSEPH'S PROVINCE, KOTTAYAM

CMI St Joseph's Province, Kottayam initiated relief measures for the flood victims in Kerala. All our monasteries, Schools and Parishes extended their support through various means. Food kits, dress items, drinking water, sanitary materials, toiletries etc were distributed through Ashrams, Schools and Parishes under the Province. Treatment support was provided to the flood victims by various hospitals at Kanjirappally. St Joseph's Province contributed 17 lakhs rupees to the Chief Minister's Disaster Relief Fund. Mary Matha College at Theni provided materials to the relief centres at Kattappana



### 2.1 Relief work by Darsana Cultural Centre

Darsana Cultural Centre over the past thirty years has been doing memorable services to the humanity and took initiative for the rescue and rehabilitation of the flood victims. Under the leadership of Rev Fr. Justin Kaliyaniyil CMI, Darsana provides services to the areas of Kottayam, Pathanamthitta, Alappuzha, Ernakulam and Idukki. Food items, drinking water, dress materials, stationery items, sanitary napkins, toilet items, bed sheets etc were distributed to around 150 camps.



### 2.2 VOSARD (Voluntary Organisation for Social Action & Rural Development)

VOSARD and its team were actively involved in the relief work at Peermedu, Idukki and Udumbanchola Taluk in Idukki district for the past two weeks. Within a short period, twenty relief camps were visited and various essential materials were distributed to more than 5000 people affected by flood. 265 children from 5 relief camps were provided with hygiene kits in cooperation with Child India Foundation and Childline, Idukki.

The rehabilitation of victims of flood is planning a second phase of the relief measures to find out various agencies which could help for the rehabilitation of victims. The immediate relief measures include construction of houses, cleaning of houses, renovation of partly destroyed houses, availability of drinking water, food and grocery items, educational support to children, land reclamation, medical aid for the prevention of communicable diseases and for differently abled, provision for supply of agricultural seeds and equipments, income generation programmes, psycho social intervention and networking with other agencies and government agencies for financial assistance. Habitat India, and Kudumbam, an NGO from Trichy visited VOSARD in the aspect of the rehabilitation of the flood victims.

VOSARD has also taken the initiative to reclaim the agriculture land which most of the media and relief workers sideline. Such reclamation never finds place in the priorities of most of the funding agencies and government. A village called Moonkalar near Vandiperiyar which is badly affected by flood has been chosen as the target area and envisages land reclamation work with the joint initiative of Self Help Groups of VOSARD in the district.



Distribution of food materials to a differently abled person at Ayyapancovil

### 3. CARMEL PROVINCE, MUVATTUPUZHA

Carmel Province, Muvattupuzha, had initiated flood rescue and relief works when the Kuttanadu area was affected by collecting life goods through schools and colleges. It was directly entrusted to the Kainakary house, besides cash worth rupees six lakhs by Fr. Paul Parakattel CMI, Provincial and Fr. Mathew Manjakunnel CMI, Social Work Department, Councillor and other CMI fathers, Geo Vengooran, Geo Kokandam and Abin Kallarackal. Later when flood and landslides affected Idukki and other areas, it also hit the houses under the Province namely, Deepthi Bhavan, Adimaly, Carmel Novitiate, Neriamangalm, Nirmalgram Bhothathankettu, St. Joseph's Seminary and Mariya Bhavan, Muvattupuzha, Girijyothi Public School, Idukki and Paremavu Santhigram.



The rescue team from Thiruvananthapuram, a troop of 150 military force were given accommodation in Viswadeepthi School, Adimaly and a women rescue team was stationed at Girijyothi School, Idukki. Relief kits and other life goods were supplied at Adimaly near tribal areas and in Idukki along with the areas of Muvattupuzha, Pooyamkooty, Pulluvazhy, Kalady and Chalakudy.

Later, cleaning mission started and a model program was launched by Santhigiri College Principal Fr. Boby Antony CMI, NSS co-ordinator, Fr Jince Padinjareyil CMI, with the support of Muvattupuzha Municipality in which 500 students and 50 staff members joined the mission. Eleven brothers led by Fr. Fenil CMI from Dharmaram College supported in this venture. Camps were opened at Calvary Mount and Carmel Provincial house.



Fr. Johnson Palappilly CMI reached more than one lakh people through media during the real catastrophe of natural calamities of high ranges when all media left these areas as there was no access or any connection through network or even power. Chavara International School Vazhakulam availed all the school vehicles for relief and rescue mission. Sanjo Public School Principal, Fr. Johnson Vettikuzhy CMI, Carmelagiri Public School Principal, Fr. Shine Matheckal, Sopanam Director, Fr. Mathew Ayyankolil CMI, Upasana Director, Fr. Shinto Kolathupadavil CMI, IELTS Director, Fr Simon Pazhempallil CMI, Nirmalgram Retreat Centre Director, Fr Binoy Marippattu CMI, NWC Director, Fr. John Anikkottil CMI, Girijyothi College Principal, Fr Togy Puthenkaduppil CMI, Jyothidarsana Director Fr Abhilash CMI, Fr. Thomas Manjakaunnel CMI, Fr. Mathew Kalapura CMI, Frs Jijo, Ginnis, Jaison, Jomy and Mr. Thomas Parackal, Mr. Alen G and many of our fathers and brothers were also involved in cleaning and rehabilitation mission.





Distribution of kit at Vallakom

Carmel Province has planned to involve in the mission in four phases, namely rescue mission by availing our infrastructure and communication networks as first phase, relief mission by way of camps, food supply, basic life good kit supply with visits where the accessibility is very minimum as second phase, cleaning and rehabilitation with counselling as third phase and rebuilding the houses and financial regaining to recover from economic loss as fourth phase.

The Province has initiated the rescue and relief mission by sharing an amount of 30 lakhs in the first and second phase, planned for about 50 lakhs in third phase for rebuilding works and 3 crores in the fourth phase as a long term project. As a recognition of our work, especially the cleaning service was officially accepted and honoured by Mahatma Gandhi University, District Collector and RDO by giving certificates to all participant students.

#### 4. SACRED HEART PROVINCE, KOCHI

Sacred Heart Province, Kochi spread through Ernakulam, Kottayam and Alappuzha district has done uncountable services during this calamity. The Province opened nine flood relief camps in different parts of the provincial territory in Kottayam, Ernakulam and Alappuzha district. The camp centers include; Christ the King, Monastery, Karukutty, CMI Jyothis Bhavan, Angamaly, Little Flower Monastery, Manappuram, Jeevanilayam, Vallakom, Assumption Monastery, Neeleeswaram, St. Joseph's Monastery, Koonammavu, S.H. Provincial House, Rajagiri, Sacred Heart Monastery, Thevara, and St. Sebastian's Carmel House, Kottarappilly. Around 10,000 people were provided shelter over two weeks during the time of flood.



Dharmaram students at Kochal in cleaning flood affected houses

#### 4.1. Short Term Relief Operations:

By the initiation of Rajagiri Sahrudaya, the students from the educational institutions were actively involved in cleaning activities. For the flood affected people of Chengannur, two trucks of necessary items have been transported from Rajagiri Valley-Kakkanad campus. Medical camps in different villages of Ernakulam, Kottayam and Alappuzha districts are being carried out by Rajagiri Hospital, Aluva. Sahrudaya has donated 1900 house kits to the affected people of Neerikkod, Alangad, Kuttampuzha, Ayroor, Chengannur, Old Age Home, Chunangumvely and 'Valsalyam'.

#### 4.2 Rehabilitation

Based on the survey conducted by Sahrudaya, a project proposal was prepared and submitted to CEVA. In short, the project is providing Animation in the provincial Territory to make up for the loss and for development, progress and well-being. The financial support and other strengthening ways shall reach the hands of the needy through this local administration of the province. About one crore rupees has been calculated for the flood relief activities in Kerala.

## 5. DEVAMATHA PROVINCE, THRISSUR

The Devamatha Province had begun flood relief intervention to severely affected districts in Kerala, when the monsoon floods started in July. Under the leadership of the Provincial, Rev. Fr. Walter Thelappilly and the coordination of social wing- KESS; all the priests, associates and volunteers were active throughout the critical days and nights of rescue and relief. The overwhelming support poured in physically, financially and emotionally through various resources helped to step up the rehabilitation of the flood victims which include house construction and repair, income generation programmes, higher education assistance etc. An active IT cell, with professional volunteers, handling the data of people to be rescued was working 24 x 7, utilizing the various social media and internet based platforms to share the information and coordinate the rescue operations. 12 relief camps were coordinated in Thrissur, based around the ashrams and institutions for the flood affected victims over two weeks. Devamatha Public School, Patturaikkal; Infant Jesus Monastery, Thalore; **Christ Monastery, Irinjalakuda; St. Joseph's Monastery, Pavaratty; Immaculate Heart Monastery, Varandharapilly; Snehagiri Bhavan, Snehagiri; St. Teresa's Monastery, Kottackal; St. Xavier's Monastery, Pullur; Galilee, Chiyyaram; Carmelgiri Monastery, Kormala; St. Thomas Monastery, Azhikode and Kuriakose Elias Chavara U.P. School, Potta** were shelter homes for 15,000 people, mobilized food items and essential materials from generous well wishers to the flood affected people, networking with Amala Medical College and collaborating with the Government medical machinery, psycho-traumatic counselling for the affected victims, provided cleaning team of 200 volunteers, help desk services, distributed free medicines, networking with government systems etc.



Relief camp



Resource mobilization

### MAJOR DISASTERS IN INDIA

1. 1770 Great Bengal Famine
2. 1839 Coringa Cyclone
3. 1894 Third Plague Pandemic- Bombay and Kolkata
4. 1979 Lahaul Valley Avalanche- Himalayas
5. 1998 Malpa Landslide- Uttarakhand.
6. 1999 Odisha Cyclone
7. 2001 Gujarat Earthquake
8. 2002 Indian Heat Wave- Andhra Pradesh
9. 2004 Indian Ocean Tsunami
10. 2007 Bihar Flood
11. 2005 Mumbai Catastrophes
12. 2010 Eastern Indian Storm
13. 2013 Maharashtra Drought
14. 2013 Uttarakhand Flash Floods
15. 2018 Kerala Flood

(<http://www.walkthroughindia.com>)



## 6. ST. THOMAS PROVINCE, KOZHIKODE

St. Thomas Province, Kozhikode has initiated the relief and rehabilitation work. All the houses, schools, colleges and parishes extended their support and contributed towards the assistance for the needy and helpless people.

In the first phase, all the necessary and immediate help has been provided to the needy people and camps in three districts. STARS along with the institutions namely St. Joseph's College Devagiri, St. Mary's Higher Secondary School, Koodathai, Formation houses and some Voluntary Organizations distributed grocery items, stationeries, dress materials and blankets in different camps in various districts. Medical camps were conducted in Wayanad and provided counselling for disaster victims with the help of NIMHAS. Rev. Fr. Jose Chelackal CMI and STARS team were the Central Coordinators. Rev. Frs. Sebastian Adichilath CMI and Roji Kazhukanolickal CMI coordinated the activities at Wayanad, Rev. Frs. Augustine Kanjirathamkunnel CMI and George Pallickamadathil CMI at Kannur and Rev. Frs. Bony Vettamthadathil CMI and Sanish Chuzhanayil CMI at Kozhikode and Malappuram.



## 7. PRESHITHA PROVINCE, COIMBATORE

Preshitha Province Coimbatore has initiated the relief and rehabilitation work in Attappady, Palakkad Town, banks of Bharathapuzha and Mannarkkad Taluk. All the houses, schools, colleges and parishes extended their support and contributed materials for the needy and helpless people. Bharathamatha School, Chandranagar, Lisieux Institutions Coimbatore, Carmel HSS/ Mount Carmel International School, Erode, Lisieux CMI Public School/B.Ed College, Saravanampatty, Viswadeepthy School, Pollachi, Chavara School, Coimbatore, Santhome Home, Chennai, St. Thomas CMI Centre, Pondicherry, Madurai Deepaham, Carmel School Shoranoor, PSS Pollachy, ASSO Attappady, and Saravanampatty Youth, Thirupoor render services during the flood.



## 8. ST. PAUL'S PROVINCE MYSORE

### 8.1 Relief Activities at Ayroor, Angamali

The relief team included six fathers who were involved in cleaning activities in the area for five days and toiled their nights and days to bring the area to a passable condition.



### 8.2 Fund raising and disbursement

During the 2018 flood, every member of the Province and staff of SJCI started fund raising campaign on school campus owned by the province which was extended to city and towns and also among members of the province working abroad. To this endeavour, all the members became ready to provide their one month salary for the rehabilitation activities in the affected areas. Almost 12 lakh rupees was raised for the rehabilitation activities in Wayanad and Kodagu districts, of which two lakhs has been handed over to the Kozhikode Province for the relief activities. The committee fund disbursement is headed by the President of the Organization, Councilor for the Social Apostolate, the Director of Social Work Department and local representatives.

### 8.3 Distribution of food items in remote areas of Kodagu

To reach the affected population, a team of SJCI went to Kodagu district and its interior places. 2000 households were provided with various food items, dress materials, sanitary napkins, etc. in 20 remote villages of Kodagu District, Karnataka. Besides this, 1000 families in the district were provided with food materials and 60 special packs of female garments and other materials were also distributed in the camps by our four students. The Social Work department of the Mysore province distributed 500 bags of agricultural seeds among 100 farmers of Somarpetta village along with dress materials and school bags. St. Thomas Education Society of Mysore Province provides concessions to all students from flood affected families for one year.



### 9. MARY MATHA VICE-PROVINCE, BELLAMPILLY

Under the leadership of the Social Work Department of the Province, a team was formed for the rescue and relief activities in Kerala. “*Together we live*” was the motto of the rescue team.

Fr Jaic Chittettu, the Director of Mary Matha Ashram in Chowara had done a preliminary survey of the flood crisis in and near Chowara, Mattoor and Aluva. Distribution of food materials and drinking water was done in and around the affected areas of Chowara. A few people were rendered stay during the days of flood. The parish priest Rev Fr Augustine Koottiyaniyil and parishioners of St. Augustine Church, Kadanad, Pala, visited Chowara and offered 500 kilos of rice, besides all

grossary items such as sugar, grains, oil, coffee and tea powder, biscuits, and many other food items. The rescue team actively participated in cleaning activities mainly in Mattoor parish under the leadership of Rev Fr Antony Manguriyil.

Attention should be given to the remote places of Kerala. Therefore, Fr Jins Varacheril along with Fr. Shibu Edakkuttathil, Fr Joseph Kuruvidassery and Fr Jaic Chittettu visited the most affected places in Kuttanad, Thrissur and Idukki. Rs 13 lakhs was allotted from the Province for the rescue action. Preliminary discussion has been made for the continuation of rehabilitation activities and sort out certain short term and long term plan to repair and rebuild damaged houses.



#### Relief Work carried out by other Provinces:

**Mar Thoma Province- Chanda,**

**Nirmal Province- Jagdalpur,**

**St Paul Province- Bhopal,**

**St Xavier's Province- Rajkot,**

**St John's Province- Bijnor and**

**Chavara Vice Province- Bhavnagar**

(See Table 1).



## THE STAGES OF DISASTER AN INDIVIDUAL GOES THROUGH

A serious disruption to community life which threatens or causes death or injury in that community and/or damage to property which is beyond the day-to-day capacity of the prescribed statutory authorities and which requires special mobilisation and organisation of resources other than those normally available to those authorities. Disasters can be put into three main categories:

Natural Disasters include flooding, hurricanes, blizzards, storms, landslides etc whereas human made disasters include theft and criminal damage, fire, death/poor health/ general sickness, contamination, war/conflict/ terrorism, workplace violence etc. Technical Disasters comprise of power cuts, break down of computer networks, gas leaks, communication failure, cooling/heating/ ventilation system failure etc.

Following a disaster, all individuals begin a natural and normal recovery process through mourning and grief. Grieving is the process of fully experiencing the emotions evoked by the loss, reacting to and accepting the truth of it, and coming to terms with life after the loss. Theories of stages of grief resolution provide general guidelines about possible sequential steps a person may go through prior to reaching acceptance of the event. Elizabeth Kubler-Ross in her book 'On Death and Dying' speaks about five stages terminally ill persons may go through upon learning of their terminal illness. Later on these stages were used to describe the process of grieving. The stages identified by Kubler-Ross are:

**Denial:** The person struggles with disbelief that the loss has occurred. They may feel numb, or as if the events are “unreal.”

**Anger:** The person experiences anger or even rage at the loss or at the person who has died. Sometimes the anger is directed at God, sometimes at a doctor, friend or family member.

**Bargaining:** This stage involves some “magical thinking” that a deal can be made with the forces that be. The person struggles to hold onto some sense of control in a situation that feels out of control.

**Depression:** As the reality of the loss is taken in, the person experiences intense sadness, hopelessness, and despair.

**Acceptance:** The person moves into an acceptance of the truth of the loss, and is able to start to come to peace with it.

Just as an individual will go through different emotions after a disaster, it is said that the community will also go through different stages. The emotional response of the community is closely tied to the emotional responses of the individual. The following are some of the stages a community may go through after a disaster:

**Heroic Stage:** Just after the disaster people respond to the demands of the situation by performing heroic acts to save lives and property. There is a sense of sharing with others and a feeling of “family” even with strangers. There is immediate support from family members, government and relief agencies and strong media support for the plight of the victims and the needs of the community.

**Honeymoon Stage:** This stage follows the heroic stage and may last for several weeks following the disaster. Many survivors, even those who have sustained major losses, feel a sense of well being for having survived. The community as a whole pulls together in initial clean up and distribution of supplies. Supported and encouraged by the promises of assistance, survivors have high expectations which are usually unrealistic.

**Disillusionment Stage:** This stage lasts from one month to one or even two or more years. The excitement of the media attention in the earlier stages begins to wane and the survivors feel let down and isolated. Victims begin to ask for answers, especially if the disaster could have been avoided. The initial support and help from the community decreases. The 'slow pace of the relief work' irritates the people as they realize that their expectations are not being met.

**Reconstruction Stage:** In this final stage the victims come to the realization that rebuilding of homes and businesses is primarily their responsibility. The rebuilding of the community reaffirms the victims' belief in themselves and the community. This stage may take from several years to the rest of their lives, depending on the amount of damage.

One should be aware that, these stages are not clear-cut compartments, but they just provide a general framework for understanding the responses of individuals and community to disaster. The enormity of the loss of the survivors should be understood. The grieving itself is never complete and will last throughout the lifetime of the survivors and life will never be the same for them.

(Catalyst, January 2006, Vol IV, Issue 1)

**Table: 1 - FLOOD RELIEF THROUGH CMI INVOLVEMENT 2018**

Sl No	Name of the Provinces/ Centres under Generalate	Amount Spent in I & II Phase for Relief & Livelihood (Rs. in Lakh)	Amount intended to spend for Rehabilitation (Rs. in Lakh)	Chief Minister's Distress Relief Fund (CMDRF) (Rs. in Lakh)
1	St Joseph's Province, Trivandrum	111.00	715.00	-
2	St Joseph's Province, Kottayam	84.03	80.00	17.02
3	Carmel Province, Muvattupuzha	102.03	100.00	4.30
4	Sacred Heart Province, Kochi	99.71	19.00	4.97
5	Devamatha Province, Thrissur	233.14	125.00	-
6	St Thomas Province, Kozhikode	34.61	50.30	-
7	Preshitha Province, Coimbatore	96.00	35.00	3.35
8	St Paul Province, Mysore	55.00	40.00	-
9	Mary Matha Vice-Province, Hyderabad (Bellampally)	8.00	5.00	-
10	Mar Thoma Province, Chanda	3.00	10.00	-
11	Nirmal Province, Jagdalpur	20.50	-	6.50
12	St Paul's Province, Bhopal	35.55	-	16.90
13	St Xavier's Province, Rajkot	40.00	30.00	-
14	St John's Province, Bijnor	9.95	2.00	7.15
15	Chavara Vice Province, Bhavnagar	10.02	2.00	0.90
16	<b>Generalate</b> 1. CEVA 2. Dharmaram College and its constituent units, Bangalore 3. Carmel Vidya Bhavan and its units, Pune 4. Chavara Cultural Centre, Kochi 5. Chavara Bhavan, Kainakary	51.05 29.18 12.00 5.00 60.00	92.79 25.32	
	<b>Total</b>	<b>1,099.77</b>	<b>1,331.41</b>	<b>61.09</b>



**Table: 2 - FUND RECEIVED BY CEVA FOR FLOOD RELIEF -2018**

SI No.	Name	Amount
<b>A.</b>	<b><u>General Bank Account</u></b>	
1	Rev.Fr.George Edayadiyil CMI Rector, Dharmaram College ,Bangalore - 560029	Rs 250,000
2	The Most Rev.Mar Gregory Karottemprel St Xavier's Provincial House, PB No 1504, Kalavad Road, Rajkot, Gujarat, India-360 005	Rs 10,000
3	Mar Thoma Provincial House , Chanda	Rs 100,000
4	St.John's Ashram Rajarampur Jalalabad P.O.Onajibabad , Bijnor Dist, U.P 246 763	Rs 100,000
5	Rev. Fr. Thomas Mathilakathu CMI Geothirbhavan, Chethimattam, Chettimattam, Pala .P.O. 686575	Rs 50,000
6	Rev.Fr.Augustine Thottakara, CMI SH Monastery , Thevara, Kochi -682 013	Rs 50,000
7	The Principal, Jawahar Public Senior Secondary School, Edava, P.O, Varkala	Rs 25,000
8	Rev. Fr. Jo Pacheriyil CMI Jerusalem Retreat Centre Thalore P.O, Thrissur, Kerala	Rs 25,000
9	Chavara Vidyapeeth, Narasingpur	Rs 20,000
10	Rev Fr Joseph Vadakkan St Pious Monastery, Amanakara	Rs 20,000
11	Chavara Contemplative Ashram	Rs 1,000
12	Rev Fr Prior , St Vincent Monastery, Pala	Rs 25,000
13	Fr. Peter Kuppayil CMI, Nirmal Province, Jagdalpur	Rs 100,000
14	Benedict CM	Rs 5,000
15	St Xavier's English School Junagadh, Gujarat	Rs 100,000
16	St.Thomas Trust, Mahuva	Rs 100,000
17	St.Xavier's School, Primary, Gujrat	Rs 150,000

SI No.	Name	Amount
18	St.Thomas Trust	Rs 100,000
19	St.Xavier's CMI Public School , Bhavanagar	Rs 100,000
20	St.Xaviers' Society ,Rajkot	Rs 200,000
21	Deepaham CMI Centre, Madurai	Rs 3,000
22	Nirmal Vice Province, Jagdalpur	Rs 250,000
23	Jaise Joseph	Rs 52,000
24	Dixcy Textiles Pvt.Ltd.,Tirupur – by Dress items	Rs 319,314
25	Cash from CEVA ICDP Project	Rs 250,000
	<b>Total Local Fund Received</b>	<b>Rs 2,405,314</b>
<b>B.</b>	<b><u>Foreign Contribution Bank Account</u></b>	
26	<i>Benefactors</i>	Rs 155,110
27	<i>Benefactors</i>	Rs 150,000
28	Benefactors	Rs 200,000
29	Arch Diocesan Development Fund	Rs 88,456
30	Arch Diocese of Cologne	Rs 4,187,000
31	Mr. Herbert Margraf	Rs 16,694
32	Rev Fr Davy Kavungal, USA, Canada	Rs 6,922,125
33	Indian Catholic Community, Cologne, Germany (Five new houses at Kainakary)	Rs 3,500,000
	<b>Total Foreign Fund Received</b>	<b>Rs 15,219,385</b>
	<b>Grand Total ( A + B )</b>	<b>Rs 17,624,699</b>



**Table: 3 - EXPENSES TOWARDS RELIEF ACTIVITIES, CEVA - 2018**

Sl No	Activities	Amount
1	Flood Relief Camp at Kainakkari – ICDP (Christ University, CSA, Bangalore)	Rs 250,000
2	RO Plant repairing & dress items (Chavara Bhavan, Kainakary)	Rs 775,314
3.	House Maintenance at Kaipattur, Kalady, Kuthiyathodu and CSR, Pariyaram (15 houses)	Rs 1,180,000
4	Sacred Heart Province, Kochi (13 persons)	Rs 600,000
5	Devamatha Province, Thrissur (12 persons)	Rs 600,000
6	St Thomas Province, Kozhikode (7 persons)	Rs 500,000
7	St Paul's Province, Mysore (12 persons)	Rs 600,000
8	Carmel Province, Muvattupuzha (5 persons)	Rs 600,000
	<b>Total Expenses</b>	<b>Rs 5,105,314</b>

# DISASTER MANAGEMENT IN INDIA- ROLE OF NGOS

- Dr. Antony Gregory

## 1. HOME OF NATURAL DISASTERS...

Home of 1.35 billion people - over one sixth of humanity, India is one of the most disaster prone areas on the planet. The geo-climatic conditions of the Indian sub-continent make the region one of the most vulnerable areas on earth to natural catastrophes. The country faces all types of natural calamities, except volcanic eruptions. Earth quakes, draughts, floods, landslides, cyclones and tornadoes visit various parts of the country every year. About 60% of the landmass is prone to earthquakes of various intensities; over 40 million hectare is prone to floods; about 8% of the total area is prone to cyclones and 68% of the area is susceptible to drought. In the decade 1990-2000, an average of about 4344 people lost their lives and about 30 million people were affected by disasters every year.

Tragic memories of floods in Bihar and Assam, droughts in Gujarat and Rajasthan, cyclones in Orissa and West Bengal, earth quakes in Latur and Gujarat, tsunami in South India, Kashmir and Maharashtra Floods, floods and landslides in Uttarakhand and Himachal Pradesh, floods in Chennai and the recent floods in Kerala evoke pathos and a sense of helplessness. Gujarat Earthquake in 2001, destroyed large parts of the state of Gujarat, affected 18 districts and killed more than 16,000 people. The Orissa Super Cyclone in 1999, with wind speeds reaching 310 km/h, tore across 200 kilometers of coastline and the death count is about 20000 humans and around a million animals. The Asian Tsunami that wiped out hundreds of villages in southern coast of India killed over 13000 people. Kashmir and Maharashtra Floods in 2005 and floods and landslides in Uttarakhand and Himachal Pradesh in 2013 left thousands of people dead and millions dislocated.

The 2018 floods in Kerala affected more than one fifth of the land mass of the state and destroyed lives, homes, livelihood, crops and business and commercial establishments. Studies show that flood is the most common disaster in South Asia, and flood causes the highest numbers of deaths. Among the South Asian countries, India and Bangladesh are the main targets of flood. Data reveal that the other major disasters are

draughts, earthquakes and landslides. The frequency and magnitude of the disasters, and the extreme vulnerability of millions in the country to natural calamities, make India a home of natural disasters.

## 2. INCREASING DISASTERS

In the last two decades of the 20th century, over three million people were killed in natural disasters worldwide. According to statistical evidence, there have been three times as many losses resulting from disaster events in the 1990s than was the case in the 1960s. As a consequence, economic losses have been nine times greater during the 1990s, with losses over US \$ 90 billion per year.

During the 20 year period from 1998 to 2017, natural disasters killed 1.3 million people around the world and left a further 4.4 billion injured, homeless or displaced. The total number of recorded disaster events between 1998 and 2017 was 7,255. Climate-related disasters dominated the scene and 91% of the events were caused by floods, storms, droughts and other extreme weather events. Floods were the most frequent type of disaster event during 1998 - 2017 and formed 43% of all recorded disasters, affecting the largest number of people - over two billion.

While considering the disaster events of the last four decades, the average annual disaster events have doubled in the latter half. From the average of 165 events per annum in 1978-1997, it increased to 329 events in the last 20-year period (1998-2017). The increasing fury of natural disasters are evident from analysing the major events in the last year (2017). Cyclone Nargis in Myanmar alone claimed 1, 38,000 lives. Earthquake in China's Sichuan Province killed about 88,000 people and affected over 46 million. A major flood in the US affected 11 million people and a drought in Thailand displaced over 10 million.

The direct economic losses of the disaster-hit countries during the past two decades (1998-2017) have been reported as US\$ 2,908 billion. Over the previous 20 years, between 1978 and 1997, the reported loss was valued at US\$ 1,313 billion. Overall, losses from natural disasters rose by 151% between these two 20-year periods. An analysis of the disaster data by World Bank reveals that the real economic cost of disaster events to the global economy is as high as US\$ 520 billion per annum, and further, disasters push 26 million people into poverty every year. The alarming fact is that most disaster victims live in developing countries, where poverty and population pressures force growing numbers of people to live in the harm's way.



### 3. CHANGING GLOBAL PERSPECTIVES

The international perspectives on natural risks and disaster management have changed significantly over the past few decades. Till 1970s the focus was on response and relief after the disaster event. The last few decades of the 20th century saw a paradigm shift to prevention and pre-disaster preparedness, a change from a reactive to proactive response to disasters. The recent realisation is the need for risk assessment, risk reduction and building resilience of the community to disaster events.

In 1989 the United Nations General Assembly declared the decade 1990-2000 as the International Decade for Natural Disaster Reduction (IDNDR). The declaration emphasised the need for greater disaster prevention, mitigation and preparedness. The programme plan of IDNDR was built around five themes: (1) hazard, vulnerability and risk assessment, (2) early warning system, (3) disaster and sustainable development (4) political and public policy commitment, and (5) shared knowledge and technology transfer.

A world conference on natural disaster reduction was held in Yokohama in May 1994. The Yokohama Strategy for a Safer World called on nations to institute disaster reduction policies and strategies and underlined the link between disaster reduction and sustainable development. The conference served as a mid-term review of what have been done to prevent, mitigate or prepare for disasters by the scientific and technical community, national governments and the international organisations. The Yokohama message highlighted the need for an emphatic shift in the strategy towards disaster mitigation. It stressed that disaster prevention, mitigation, preparedness and relief are four elements which contribute to sustainable development policies.

The Yokohama Strategy was reviewed in 2005 at the World Conference on Disaster Reduction at Kobe, Japan. The conference adopted the 'Hyogo Framework for Action, 2005-2015: Building the Resilience of Nations and Communities to Disasters'. The Hyogo Framework for Action (HFA) called for the integration of natural disaster risk considerations into sustainable development policies with a view to improve the resilience of communities to specific hazards.

#### The Sendai Framework

The Yokohama Strategy and the Hyogo Framework for Action were reviewed and expanded at the third UN World Conference on Disaster Risk Reduction in 2015, leading to the adoption of the Sendai Framework for Disaster Risk Reduction by most countries.

The Sendai Framework focuses on disaster risk reduction (DRR) and increasing the resilience of communities for reducing the impact of disasters. The expected outcome is "substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries."

It has seven global strategic targets and these include (1) reducing disaster mortality globally by 2030, compared to earlier decades, (2) reducing the number of affected people, (3) Reducing direct disaster economic loss, (4) reducing disaster damage to critical infrastructure and disruption of basic services, (5) increasing the number of countries with national and local disaster risk reduction strategies, (6) enhancing international cooperation to developing countries and (7) increasing the availability of and access to multi-hazard early warning systems and disaster risk information.

The four priorities for action include understanding disaster risk, strengthening disaster risk governance, investing in disaster risk reduction for resilience and enhancing disaster preparedness for effective response and "Build Back Better" in recovery, rehabilitation and reconstruction. The key requirement is to support research to assess hazard characteristics, local exposure, local capacity to respond and to analyse the degree of vulnerability of the community. The knowledge obtained should be used to develop and implement evidence-based policy.

#### Disaster Management as Part of Development Planning

Evidently, the focus given to disaster management has changed dramatically. Disasters in the past were seen in the context of emergency responses and not as part of the long-term planning and development programmes of governments. In times of disaster the response was one directed at the provision of emergency needs, rescue and

evacuation and also attending to the recovery phase.

Despite the existence of different approaches to disaster management, disasters are often managed haphazardly. People are unprepared, and when the event occurs, it usually triggers haphazard reactions, which often result in crisis management. A major feature of the new disaster management approach is that it attempts to understand the causes of vulnerability and risk. This includes taking into account socio-economic, environmental and other factors that worsen the impacts of recurrent threats. Awareness of disasters and of one's vulnerability to such events can, however, reduce the impacts of such events.

There was a growing awareness during the 1990s that disaster losses could be more effectively reduced or even averted through improved development planning and programmes. From a developmental perspective, disasters are not isolated random acts of nature. The global consensus on the subject is that disasters are expected consequence of poor risk management. Disasters are also an outcome of interconnected social and physical processes that increase risk and vulnerability to even modest threats. It is more cost-effective to prevent and mitigate disasters. Disaster management should, therefore, be an integral component of development planning, as disasters and development are often interrelated.

Exposure to a hazard need not mean disaster. It is the level of vulnerability of those who are exposed to the hazard that increases risk. By formulating strategies to meet known hazards, the likely risks facing a community can be reduced. The first priority of disaster management is the protection of the people who are most at risk. The second priority is the protection of the critical resources and systems on which communities depend. Disaster prevention and preparedness should become an integral part of a country's development policy. Involvement of the affected community in the process of planning and implementation is also an essential element of disaster management. The process must also be inclusive, ensuring that all parties responsible for implementing the ongoing programme are consulted. This includes all levels of government, including local governments, non-governmental organisations and community-based organisations. Further, disaster management is a multi-disciplinary process that embraces environment, human settlement, human behaviour, health and public administration considerations. Only an integrated approach can be successful.

#### 4. DISASTER MANAGEMENT CYCLE

Disaster Management has been defined as an applied science which seeks to improve measure relating to prevention, mitigation, preparedness, emergency responses and recovery. Disaster Management refers to the body of policy and administrative decisions and operational activities which pertain to disaster prevention, mitigation, preparedness, response, recovery and rehabilitation at all levels of government.

**1. Prevention:** Disaster prevention refers to activities that need to be adopted by the government or other relevant agencies before a disaster occurs. The purpose is stopping an incident from occurring. To avoid floods, control water levels in dams and decommission old and unsafe dams. Construction of sea wall to protect coastal communities is another example. Deterrence operations and surveillance are required to prevent terrorist activities.

**2. Mitigation:** Disaster mitigation refers to measures that can be taken to minimize destructive and disruptive effects of natural calamities and thus lessen the scale of a possible disaster. Mitigation needs measures that prevent an emergency, reduce the chance of a disaster happening, or reduce the damaging effects of unavoidable emergencies. Risk assessment, vulnerability mapping, capacity mapping, action planning, diversifying the livelihood base, etc., are measures required as part of mitigation. Systems should be in place to reduce vulnerabilities arising from poor access to water, poor water quality, poor access to toilets, and inadequate solid waste management, sewerage and drainage. Excreta disposal is a major problem in flood situations and needs to be addressed. Areas or locations vulnerable to earthquakes may develop a series of building codes or guidelines so as to reduce losses in the event of an earthquake. Alternate locations and arrangements are required for business continuity. Insurance and other means of financial security are also part of mitigation efforts.

**3. Preparedness:** Societies and nations need to develop disaster management plans to meet the different risks people face. Based on risk and vulnerability analysis, disaster management plans are to be prepared for each major risk and the plans are to be modified periodically as circumstances and access to information changes.

Disaster preparedness also means the pre-disaster activities aimed at strengthening the capacity for



response (rescue, medical care, etc.) in times of a disaster. Preparedness measures such as the maintenance of inventories of resources and the training of personnel to manage disasters are other essential components of managing a disaster. This is logistical readiness to deal with disasters and can be enhanced by having response mechanisms and procedures, rehearsals, developing long-term and short-term strategies, public education and building early warning systems.

**4. Response and relief:** When a disaster occurs, the response and relief have to take place immediately. At the acute emergency phase of a disaster situation the responses required include search and rescue, medical care, disposal of dead bodies and animal carcasses, damage and needs assessment, relief mobilisation and distribution, temporary shelter, registration, information management, coordination, etc. Quick response will depend on the preparedness and contingency planning on the part of the Government and NGO actors. Acute emergency phase is followed by a transitional phase during which the affected people gradually return to normal ways of living. This is the care, maintenance and recovery phase and affected community needs food, water, sanitation, health care, psycho-social care, and livelihoods restoration, temporary or permanent shelters, etc.

It is therefore important to have contingency plans in place. A well-managed team of government and local players should be prepared and they should know where to go, and what to do. If the situation is managed in a crisis way, then people rush off in all directions, waste valuable time, and even make serious mistakes. Search and rescue plans need to be clear and all players need to know their role and functions in such activities. Basic needs such as shelter, water, food and medical care have to be provided and a plan needs to be in place (outlining who is responsible for such activities, etc.)

**5. Reconstruction/Rehabilitation:** Interventions are needed after the disaster. Rehabilitation involves:

- " Rehabilitation of widows, children and aged parents orphaned by the tragedy
- " Restoration of livelihood assets lost in disaster
- " Constructing permanent houses for families which lost their houses
- " Creating infrastructure facilities for the affected community such as roads, bridges, safe drinking water, sanitation, power and so on
- " Strengthening social infrastructure such as schools, pre-school facilities, health care, etc.
- " Adopting measures for prevention of future disasters
- " Planning and implementing a disaster management system (if there is no such system in place).

## 5. INDIAN INITIATIVES

There has been a paradigm shift in the Indian approach to disaster management recently. The change in approach is from a "relief-centric" and "post-event" response, to a regime that lays greater emphasis on preparedness, prevention and mitigation, as expressed by the former Prime Minister, Dr. Manmohan Singh, while inaugurating the First India Disaster Management Congress (November 29, 2006). Dr. Singh declared the Government's commitment to develop a robust disaster management system, in close collaboration with the corporate sector, community based organizations and the scientific and academic community. Dr. Singh emphasized the need for better support structures, which could make our responses to disasters more efficient, rapid and effective. The disaster management programme envisaged by the government of India is a multi-dimensional endeavor involving diverse scientific, engineering, financial and social processes to adopt a multi-disciplinary and multi-sectoral approach. The stress is on building up capabilities of the communities to enable them to work towards their own risk reduction. In this context, the role of NGOs assumes added significance.

### Disaster Management Act, 2005

In response to the international initiatives towards developing disaster management systems in all countries, the Government of India passed the Disaster Management Act, 2005, which came into effect on 26 December 2005, exactly on the anniversary of the Asian tsunami. The Act mandates a legal and institutional framework for "the effective management of disasters and for matters connected therewith or incidental thereto." The Act provides for the constitution of a National Disaster Management Authority (NDMA) which is entrusted with the responsibility of laying down the policies, plans and guidelines for disaster management. The NDMA is authorized to constitute Expert Committees in the field of disaster management at the national, state and district levels to suggest and recommend measures for different aspects of disaster management.

As envisaged in the Act, the National Disaster Management Authority (NDMA) was established as the apex body for DM in India, under the Chairmanship of the Prime Minister. The Act provides for a National Executive Committee comprising of the secretaries of relevant ministries/departments such as agriculture, defense, finance, health, power and rural development. The National Executive Committee is mandated to assist the Authority in discharging its functions. The Act provides for the setting up of State Disaster Management Authorities under the chairpersonship of the Chief Ministers. The State Government is empowered to constitute the State Executive Committee under the

chairpersonship of the Chief Secretary and involving secretaries of relevant departments. This Committee is responsible for implementing the National Plan and the State Plan and for coordinating and monitoring disaster management in the state. The Committee will prepare the State Disaster Management Plan. Every state has to constitute a District Disaster Management Authority under the co-chairpersonship of the District Collector (District Magistrate) and the President of the District Panchayat. The District Disaster Management Plan shall be prepared by the District Authority.

The Act makes the National Institute of Disaster Management a statutory body that would design, develop and implement training programmes, undertake research and implement a comprehensive human resource development plan. The act mandates a National Plan for Disaster Management to be prepared by the National Executive Committee. The Act also provides for the establishment of the National Disaster Response Force and the creation of the National Disaster Response Fund and the National Disaster Mitigation Fund. In order to ensure a holistic approach involving the concerned ministries and/or departments, mainstreaming of disaster management into their plans as well as drawing up of department wise plans for disaster management have been made mandatory.

## **National Disaster Management Policy**

The Government of India formulated the National Disaster Management Policy in 2009. The policy proposes to integrate disaster mitigation into developmental planning. The States have also been advised to formulate Disaster Management Policies. The broad features of National Policy include:

- " A holistic and proactive approach
- " Each Ministry / Department sets apart an appropriate fund under the plan for specific schemes/projects for vulnerability reduction and preparedness
- " Each project in hazards prone area will have mitigation component
- " Community involvement & awareness generation
- " Close interaction between corporate sector, NGOs, media and Government.
- " Institutional structures to be built up and development of interstate arrangements for sharing of resources during emergencies.
- " Culture of planning and preparedness through capacity building
- " States advised to change their Relief Codes into Disaster Management Codes by including aspects of prevention/reduction/mitigation

The thrust areas include pre-disaster preparedness, emergency operation centres, national disaster

information system, early warning system and capacity building training and research. During the disaster there shall be provisions for emergency search and rescue, disposal of dead bodies, ex-gratia announcement, immediate relief and mobile hospitals. Post-disaster care shall include among others restoration of basic facilities, relief and reconstruction, economic rehabilitation, psycho-social rehabilitation and community mental health

## **National Disaster Management Plan (NDMP), 2016**

The first National Disaster Management Plan (NDMP) for India was released in June 2016. The plan broadly follows the goals and priorities set out in the Sendai Framework for Disaster Risk Reduction. The Vision of the Plan is to "Make India disaster resilient, achieve substantial disaster risk reduction, and significantly decrease the losses of life, livelihoods, and assets - economic, physical, social, cultural and environmental - by maximizing the ability to cope with disasters at all levels of administration as well as among communities. The plan outlines how disaster risk reduction will be achieved by mainstreaming the requirements into the developmental plans.

## **National Disaster Management Guidelines: Role of NGOs**

'National Disaster Management Guidelines: Role of NGOs in Disaster Management', was prepared by the National Disaster Management Authority, in consultation with major NGOs and civil society organisations in the country. The document was published in 2010. These guidelines were prepared to facilitate greater coordination between NGOs and Government organisations at national, state and district levels, involved in disaster management.

The primary responsibility for Disaster Management in India rests with the States. The institutional mechanisms put in place at the Centre, State and District levels will help the states to manage disasters in an effective manner. The DM Act 2005 defines the roles and responsibilities of different stakeholders and recognizes the prime responsibility of the state to strengthen disaster preparedness. NGOs can assist in identifying the basic needs of people affected by disasters and ensure that these are met. Sections 38 (2)(a), 22(2)(j) and 30(2)(xix) of the SD Act envisages state and district level authorities to collaborate with stakeholder agencies including NGOs for the purpose of improving the effectiveness of DM. The role of NGOs is to complement the government effort in disaster mitigation, relief and rehabilitation.

Despite the establishment of an institutional structure, policy and plans for disaster management in India, the achievements have been far from expectations. The Comptroller and Auditor General (CAG) of India reported in the performance audit report of the disaster management mechanism in the country submitted to the Parliament in April 2013, that NDMA did not have information or control over the progress of disaster management work in the states, nor could it successfully implement various projects it had initiated for disaster preparedness and mitigation. In fact the Authority was functioning without its core advisory committee of experts for the previous three years. Subsequent CAG reports also have pointed out various inadequacies in the functioning of the disaster management system in the country.

## **6. ROLE OF NGOS IN DISASTER MANAGEMENT**

### **Non-governmental Organizations (NGOs)**

Organizations such as Amnesty International, Oxfam, Greenpeace, and thousands of others serve the public on a national and international scale. Known differently as "voluntary organizations," "community based organizations," "civil society organizations," and "citizen associations," they are increasingly called "NGOs," a short form that stands for "non-governmental organizations." The United Nations system uses this term to distinguish them from agencies of governments.

NGOs today address every conceivable issue and they operate in virtually every part of the globe. Though international NGO activity has grown steadily, most NGOs operate within a single country and frequently they function within a purely local setting. While some organizations deal with human rights, environmental protection and humanitarian assistance, there are other NGOs that concentrate on poverty, livelihood issues and capacity building at grass root levels. Some organise noisy protests and demonstrations while others prefer sober education, research or policy lobbying. Some "name and shame" those in power who abuse citizen rights, while others work among disaster victims, in cooperation with the government.

The number of NGOs has been growing rapidly in recent times. Thousands of NGOs have sprung up in most countries. Many observers see these trends as signs of increasing pluralism and democracy. Large numbers of NGOs certainly help to reflect a complex and diverse social reality and represent a rich variety of citizens' needs and concerns that governments on their own could scarcely identify or accommodate. NGOs have been most effective when they work together in coalitions, pooling their resources and coordinating their lobbying efforts. As discussions continue about democracy and accountability in global decision-making, it becomes increasingly clear that NGOs have a vital role to play. Former Secretary General Boutros Ghali affirmed that NGOs "are an indispensable part of the legitimacy" of the United Nations, while his successor Kofi Anan said that NGOs are "the conscience of humanity."

### **NGO Involvement**

International and local NGOs have played a significant role in disaster relief and rehabilitation worldwide. In raising relief funds, in mobilizing relief supplies and in implementing rehabilitation and relief programmes in disaster situations, NGOs have played an important role. UNICEF, Red Cross, Action Aid, Oxfam, Care India, World Vision, CARITAS, and several others were among the international NGOs that responded to relief and rehabilitation after the Asian Tsunami. A multitude of big and small local NGOs and civil society organisations were also involved. While the international NGOs concentrate on resource mobilization, local NGOs get involved in implementation of relief and rehabilitation at disaster sites. NGOs have been involved not only in relief operations, but also in rehabilitation programmes such as housing, livelihood support, life skill training, psychosocial care and so forth. In association with other civil society organisations, the media and the private sector, NGOs complement the work of the government in disaster affected communities.

### **Strengths of NGOs**

Community based non-governmental organisations have some inherent strengths to respond effectively to the needs of disaster affected communities. They are quick in response, have local knowledge and expertise to their advantage and can act as important channels for



awareness raising and education. It has been acknowledged that non-governmental organisations can often provide relief more quickly - and in the case of small disasters, more appropriately. They are well aware of the social and economic situation of the vulnerable groups in the disaster affected communities. They have long association with the community and therefore have access to members of the community. Good NGO's, whether international NGO's or Community Based Organisations, are first and foremost accountable to the people they aim to serve, and thus can ensure a people centered, needs based response. Commitment is the prime requirement for reconstruction and rehabilitation, and NGOs generally have a higher level of commitment to task as well as to the community.

Learning and experiences of NGOs working in various disaster situations have helped to crystallize their role in various aspects of disaster management. A major shift in the role and responses of community based organisations has occurred. From their traditional strategies of support for development, they have moved to more specialised areas such as rescue, relief, construction of transit and temporary shelters, rehabilitation of disaster victims, psychosocial care, participatory training and sensitization campaigns, and so on.

Realising the high potential of NGOs in disaster management, the High Powered Committee (HPC) on Disaster Management in India carried out a nation-wide consultation process in 2000 -2002 with over 600 NGOs to address the lack of a well-coordinated network between the government systems and the NGO sector and also among the NGOs themselves. The committee recommended a nationwide network of NGOs for coordinated action encompassing all aspects of disaster management.

The Disaster Management Act, 2005 has recognised the role of NGOs by entrusting the State Executive Committees and District Authorities with the responsibility to advise, assist and coordinate the activities of NGOs engaged in disaster management. The District Authorities are required to encourage the involvement of NGOs working at grass root level in the districts for disaster management. National Disaster Management Authority has clearly spelt out the role of NGOs at different stages in the Disaster Management Cycle in the 'National Disaster Management Guidelines: Role of NGOs in Disaster Management', published in 2010.

## **Role in Different Phases of Disaster Management**

NGOs can play a major role in disaster management, but the pressing need is for such groups to expand their roles in disaster reduction and mitigation activities and not merely to focus on relief activities. Their potential for action at different phases of disaster management is quite comprehensive. The role of NGOs in the pre-disaster phase could include awareness generation, education, training, formation of village level Task Force and Disaster Management Committees and Teams, development of Disaster Management Plans, conduct of mock drills, vulnerability assessment and coordination with Government, civil society organisations, media and other agencies. Immediately after the disaster event the NGOs can play a key role by extending assistance in rescue and first aid, sanitation and hygiene, damage assessment and assistance to external agencies bringing relief materials. During the post disaster phase, the NGOs can take a lead by providing technical and material support for safe construction, revival of educational institutions and restoration of the means of livelihood and assist the government in monitoring the pace of implementation for various reconstruction and recovery programmes.

## **Community Participation**

NGOs have by and large adopted a participatory style of functioning, where they focus on the involvement and participation of the target community on programme planning and implementation. Where communities are not directly involved and are passive recipients of relief, the result may be the aggravation of a "dependency" syndrome. Commenting on the style functioning of NGOs in the context of Kashmir Earthquake, Dr. G. M Dar observed: "It may not be out of place to mention here that in certain areas where some NGOs have adopted the villages for Reconstruction, the people feel that they are part of their families. This is the greatest reward for any NGO."

## **Capacity Building**

It is increasingly realised that risk reduction initiatives taken at the local level, owned and implemented by the community are the most effective prevention options. Most NGOs are involved in capacity building programmes and they can build communities' capacity in disaster management. They can play a crucial role in enhancing community awareness and coping strategies. NGOs and CBOs provide a forum for organized

community initiatives and also facilitate them. Primarily locally-based, these organizations have a clear understanding of the local needs, customs and traditions and are thus more suited to undertake local level risk reduction measures along with the community. Capacity in disaster management has to be built up progressively. This may require a series of training courses, and will certainly require follow-up activities and ongoing technical support. Individual NGOs and even NGO networks can support only a relatively small proportion of those who are at risk, and may be able to address only a few of the factors making people vulnerable. They should develop strategies for influencing and working with other actors - official and non-governmental - in order to broaden and strengthen the process of risk reduction.

### **Mental Health and Psychosocial Care**

There is one aspect of relief and rehabilitation programme where NGOs have a crucial role and that is mental health and psychosocial care for disaster victims. Disasters often cause a human catastrophe, much greater than the economic devastation. Disaster events not only kill people, destroy buildings and social infrastructure, and damage physical health of survivors, but also severely affect the psychological wellbeing of the community. The people who survive the disaster continue to be under psychic turbulence. Social workers, who are intensively involved in relief programmes immediately after the disaster, realise that the disaster event had a devastating impact on the mental health of children, adolescents and adults in the affected areas. Virtually everyone in the affected community will be suffering from some degree of psychological trauma. However, government sponsored relief and rehabilitation programmes normally do not have a serious component for the psychosocial care. This is an area largely left to NGOs. They mobilize community level workers, train them with the help of mental health institutions and continue their interventions for months and years. While some organisations offer it as a standalone programme, other NGOs include it as part of a spectrum of relief and rehabilitation programme, and the latter has been found more effective.

Research, Dissemination and Policy Advocacy

A disaster management programme needs to address a wide array of scientific, technical, economic and social issues pertaining to a large array of natural and manmade disasters. The strategies needed to protect communities vulnerable to different kinds of disasters are also different. Disaster management therefore calls for research and fact finding studies related to a wide spectrum of issues. Institutions under the governments are far inadequate to meet the research and

dissemination requirements of such magnitude. This is an important area where competent NGOs need to commit their resources and efforts. A related area is policy advocacy. This is an area where NGOs have their core competence. Policy advocacy pertaining to issues of disaster prevention and mitigation will be imperative at international, national and local levels. Already NGOs are engaged in research and in organizing seminars on disaster management issues. However, there is need for intensifying these activities.

### **Innovation and Model Building**

Experiences of NGOs in disaster interventions in India shows that NGOs can introduce innovative methods in relief and rehabilitation by introducing community participation and involvement. The disaster affected community can be involved in solving their problems. Some of the recent examples are provided by the tsunami relief and rehabilitation experience of Sahayi at Alappad, Kerala. A case in point is the community mess programme, where members of the tsunami affected community were encouraged to organise community messes in their localities with support from the NGO, and the community mess programme provided them the opportunity for communication, sharing and relief. In the programme called 'Clothes Made in Schools,' parents and teachers were encouraged to organise in school premises the stitching of clothes for school children who had lost all their clothes in the tsunami waves. Child recreation and nutrition programme involving mothers was another participatory relief programme. Hundreds of temporary shelters for individual families with coconut leaves and bamboo were another innovative programme successfully implemented at Alappad, Kerala. NGOs have the flexibility and capacity to introduce new models of such innovative programmes.

### **7. CONCLUSION**

Incidents of natural and manmade disasters have been increasing in recent decades, presumably due to climate change, and death, displacements and economic loss have been growing exponentially. There has been a paradigm shift in the global perception of disaster management from post disaster response of rescue and relief to disaster risk reduction, mitigation and preparedness.

The government of India has developed the organizational framework for disaster management by formulating the legal framework, by establishing the organisation structure at the national, state and district levels, by formulating a disaster management policy and by developing a national disaster management plan. In India the concept of disaster risk reduction (DRR) has gained acceptance at the level of policy makers and

planners. However, disaster management planning has not been attempted pertaining to any of the major risks faced by the country such as flood, cyclone, earthquake or land slide. Risk and vulnerability analysis for major risks are yet to begin at national, state and community levels and this is a massive exercise that needs considerable resources and time.

The global community realises that left to the government agencies disaster management cannot succeed. Community participation is imperative and civil society / NGO involvement is essential. The agencies of the state in India as yet do not fully appreciate the role of NGOs as equal partners in disaster management and the civil society actors are not given any genuine space in practice. This is very evident from the guideline for NGOs participation of in disaster management, formulated by the National Disaster Management Authority.

The role of NGOs is critical in mobilizing community involvement and participation in disaster management and in integrating community resources with the efforts of government at national, state and local levels. The civil society becomes the conscience of the world, the nation and the local community in delivering rescue, relief and rehabilitation at the time of crisis and in ensuring disaster risk reduction, mitigation and preparedness in the long term.

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**CYRIAC ELIAS VOLUNTARY ASSOCIATION**

CEVA Bhavan, Monastery Road, Karikkamuri, Kochi- 682011

Phn: 0484 4070225-228, Mob: +91 8078144226

Email Id: [cevakochi@gmail.com](mailto:cevakochi@gmail.com)

Website: [www.cevaindia.org](http://www.cevaindia.org)