

People led solutions for better accountability practice (PELSAP)

An Overview and Reflection



PUBLISHED BY

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Date of Publication: November 2018

Design & Print: PagePerfect, Kathmandu, Nepal

The contributions published in the volume do not represent the views of the publishers. The authors are responsible of the views expressed and for the accuracy of information though the contents are edited in some cases for reson of space and clarity.

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Introduction

Nepal became a federal republic after the promulgation of the Interim Constitution of 2007 AD, and the type of federal structure became much clear after the three layers of elections at local, province and at federal level successfully held and thereafter forming a stable government. The constitution has entitled all with the right to equal participation in the state structures on the principle of proportional inclusion. Despite the efforts, there still exists some sorts of disparity and unequal participation and representation at the decision making levels, whether it is the state or local level. Further aggravating the situation is the unaccomplished commitments made by the political parties. The elections for local bodies took place last year which. They have not had elections since 2000. They are now governed by officials working under Ministry of Federal Affairs and General Administration (MoFAGA). There are however serious concerns over mismanagement of the local development funds with allegation of corruption, lack of transparency and accountability and other governance issues.

The frequent occurrence of natural calamities, almost in all incidences, turned out to be very destructive and damaging, both in-terms of human and infrastructural. Disasters should be seen first from the governance perspective. It is generally agreed that national governments should be the main actors in risk reduction. They have a duty to ensure the safety of their citizens. Governments are likely to have the resources and capacity to undertake large-scale multi-disciplinary initiatives, and a mandate to direct or coordinate the work of others. Governments also make the policy and legislative frameworks within which risk reduction can be accomplished. In practice, governments may lack capacity and resources, especially in developing countries, but attitude and management are often the root problems: failure to recognize the importance of hazards and vulnerability to national development, coupled with short-sighted planning and lack of organizational capacity. Although various acts, policies and guidelines on disaster risk reduction and management are in place, the implementation has been weak. The building codes are in place but without proper monitoring mechanisms its operational part has not been functional.

In terms of natural calamities, Nepal is highly prone to natural hazards such as floods, landslides, fires, extreme weather events and earthquakes which continue to damage and destroy lives and infrastructures in its wake. After the massive quakes of April and May consecutively shook the nation (14 districts worst hit), the government again was questioned for its inefficiency in disaster management. Organized efforts to manage DRR in Nepal began in 1982 when the Government of Nepal promulgated the Natural Calamity Relief Act (NCRA). Since then, government and non-governmental organizations have tried to respond to disasters and to reduce risks through preparedness, rescue and recovery, and reconstruction and rehabilitation activities. Though these efforts are not adequate and far from the actual need, the practices they involved could be a major source of learning.

However, it is still striving to gain the trust of the international community and donors. The accountability and transparency of the government and its structures at all levels (national to local) have been very low instigating doubts even at the citizens' level. The citizens on the other hand remain less or not informed about the facilities, provisions, policies and acts available including the provision of RTI (Right to Information). Community representation and participation is a time-and-again raised issue of concern which still remains very low. The poor and the marginalized groups have equally less say at the decision making level while the government and its service organizations remains under high political influence.

In such a background of DRR issues in the country the project 'People Led Solutions for Better Accountability Practices (PELSAAP)' was introduced by the ActionAid Nepal with the financial support from Governance Facility (GF), and ISET-Nepal as a partner organization working for national level policies and governance issues.



Introduction of disasters

Disaster causes severe losses in human life and material goods as a result of massive destruction. Disasters are characterized by a high number of fatalities and of seriously injured with a high potential rate of mortality and disability.

All disasters--whether they are earthquake, fires, floods or droughts--inevitably cause upheaval not only in the physical but also in the social and economic contexts where they occur. If a disaster is of major proportions, as may be the case in the event of earthquakes or fire, an entire region or extensive national territory (in case of earthquake) may be involved. The study and analysis of factors that cause disasters, the characteristics that shape their evolution, the effects on the population and the natural environment, the instruments that can mitigate their effects, and the various ways of reestablishing the optimal living conditions of the persons and communities involved have led to the creation of the new science of “*disastrology*,” which studies disasters from all points of view and establishes guidelines for their management. “Disaster Medicine” considers the health aspects of disasters, in particular the study and collaborative application of the various health disciplines involved, i.e. from epidemiology, communicable disease, nutrition, public health, emergency surgery, social medicine, community care, humanitarian relief, and international health, to the prevention, immediate response, and rehabilitation of the health problems arising from disaster, in co-operation with other disciplines involved in comprehensive disaster management.

Nepal faces varieties of hazards, which combined with the growing population and severe lack of education and awareness, result in very high degrees of risk. Out of 200 countries, Nepal stands at 11th and 30th respectively with regard to relative vulnerability to earthquakes and floods¹. Another study ranks Kathmandu Valley as an “at-risk” city, where “at-risk” is measured in terms of potential death due to an earthquake. Apart from this, Nepal is exposed to several types of disasters such as floods, landslides, droughts, wind storms, avalanches, debris flow, GLOF, cloudbursts, hailstorms, fires, epidemics, lightning (thunderbolts) and ecological hazards.

Types of disasters

Natural disasters

Instances of natural disasters: Snowfall, Hailstone, Avalanche, Glacier Lake Out Burst, Incessant rain, Lack of rain, Flood, Land slide, Soil erosion, Inundation, Drought, Storm, Tornadoes, Cold waves, Heat waves, Lightning, Earthquake, Volcanic eruption, Wild fire and similar type of other disasters to be occurred by natural cause.

¹ The DEC agencies that took part in this research project.

Unnatural (human induced) disasters

Instances of human induced disasters: Epidemic, Famine, Wild fire, Terror caused by pest or micro-organism, Swine flu, Flu to spread in animals and birds, Pandemic flu, Snake bites, Animal terrors, Mine/Aerial/Road/Water/Industrial accident, Fire, Leakage of poisonous gas/Chemicals/Radiation, Gas explosion, Toxic food intake, Environmental pollution, Forest degradation, Loss of physical structures, Accident likely to happen during rescue operations or similar other unnatural disasters.

Disaster management cycle: Preparedness, Response, Recovery and Mitigation

DRR and Governance

DRR aims to reduce the damage caused by natural hazards like earthquakes, floods, droughts, lightning etc. through an ethic of prevention and the governance tries to manage the disasters happened or likely to happen. It is to mainstream and integrate DRR into national and local frameworks of laws and policies on governance. The mainstream and integration is for implementation national and local disaster risk reduction strategies and plans. This process also encourages and ensures levels of compliance by increased citizens' involvement in governance. This maintains the government coordination for disaster risk reduction with clearly assigned responsibilities and authority and create public awareness.

Climate Change, disaster and federalism in Nepal

The National Planning Commission (NPC) published a climate resilient planning tool in 2011 with the objective to make economy and infrastructure climate resilient. The Government of Nepal prepared National Adaptation Programme of Action (NAPA) to climate change in 2010 to address the urgent and immediate impacts of climate change. Nepal formulated Climate Change Policy in 2011 with various objectives and National Framework on Local Adaptation Plans for Action (LAPA), Low Carbon Economic Development Strategy (LCEDS) (drafted and yet to be approved by the cabinet), Nationally Determined Contribution (NDC) were some of the important initiatives in climate change sector. The Government of Nepal, Ministry of Population and Environment (MoPE) has initiated National Adaptation Plan (NAP) formulation process from September 2015 through which the midterm and long term adaptation needs of the country are supposed to be addressed.

After series of people's movement, the President promulgated the Nepal Constitution in September 20, 2015. Nepal has thus now established as the Federal Democratic Republic State and the Constitution also envisages three tiers of government at central (State), provincial and local level with provisions of seven provinces. After almost two decade, Nepal has successfully completed the election for local representatives. The elections for House of Representatives, Provincial Assembly and National Assembly has been conducted and the Government at Local, Provincial and State level are already there at the place.

It has been already eight months after the new government at state level was formed and started to function.

The Ministry of Federal Affairs and General Administration (MoFAGA) has developed and communicated the unbundling notice to all the local governments regarding the unbundling of the power for local government which is described in schedule 8 of the constitution. There are dilemmas between state authorities and local levels on how is power shared (organizational hierarchy) and what will be the working modality? What level authority will be available and who should be reported? Ministry of Federal Affairs on the other hand is working hard for the staffing of the civil servants in the federal structure. Few researches have been conducted by various stakeholders and other government and non-governmental agencies regarding various issues in federalism. There are several works scheduled ahead from local to national level in federalism perspective.

Although there are various policies and initiatives to tackle with the impacts of climate change, the issue is how such initiatives will be restructured in the federal structure which can also address the issues of DRR/M. What will be the institutional structure and arrangement from local and provincial to state level? What type of coordination mechanism will be established at different hierarchy? How the policy guidance will take place in climate change and disaster management? How the human resources will be developed/trained and allocated to the responsible institutions? How can existing plans and policies like NAPA, LAPA, and Climate Change Policies be effectively implemented? What strategy will the Government of Nepal, specially the Focal Ministry will adopt to maintain synergy between its work with other concerned ministries and the policies and strategies formulated by other ministries; climate change being a cross cutting issue. How will be the financial resources inside the country generated and what will be the strategy to access and secure the technical and financial resources from different international mechanisms. How can the Nepal Government focus on Knowledge Management on climate change and disaster issues so that it can raise the voice strongly at international negotiation? These are some key concerns at the current context in which intense discussion and dialogue should take place.

In our context, MoFAGA and MoHA are in fore front to strengthen local capacity building and improving DRR planning process and resource management. Specifically MoFAGA is more on disaster risk reduction though planning and programing whereas MoHA is on rescue and operation

Nepal's vulnerability ranking to the Natural Hazards

- Nepal Ranks 20th in multi-hazard perspective
- 11th in Earthquake: Nepal lies on Active Seismic Zone
- 4th in climatic change effect
- 30th in flood
- Kathmandu is one of the most vulnerable cities among the 21st megacities in the world

Some major existing DRR/M related laws

Acts:

- Constitution of Nepal, 2015, (clause 51 about disaster risk reduction and management)
- National Disaster Risk Reduction and Management Authority (NDRRMA) Act, 2075*
- Disaster Risk Reduction and Management Act 2017**
(This act replaced Natural calamity Relief Act 1982)
- Disaster Risk Reduction and Management Guideline, 2017
- The Local Governance Operation Act , 2017***
(This act Replaced the Local Self Governance Act, 1999)
- Nepal Reconstruction Authority Act, 2015
- Right to Information Act, 2007
- Water Resources Act, 1992***
- Environment Protection Act, 1992
- Building Act (1998)***
- Soil and Watershed Conservation Act, 1982

*This Act (DRRM, 20174) provides for detail action plan right from the central government to district and local levels to draw implement and execute a disaster management plan. According to the act, a national council for disaster management (NCDM) will function under the chairmanship of the prime minister. The National Disaster Risk Reduction and Management Authority (NDRRMA) under NCDM will be set up under ministry to act as a focal point for disaster management function in Nepal from formulation of appropriate strategies and plans to implement and supervision of disaster management activities. Establishing the NDRRMA is at final stage as ported by MoHA.

**As per this act coordination of disaster risk management goes to the home ministry as the act provides the executive roles. The short comings of this arrangement can be the exposure to greater political instability at the highest level of the government. It can result a lack of recognition by other ministries and less opportunities to take initiatives vis a vis other ministry.

***Conflicts between different acts such as water resources act (1992), Building Act (1998) with local government operation act 2017, can be considered as a major obstacle in practical implementation of disaster management activities goes to MoHA leaving other ministries as passive partners. This can create incoherence between and among the ministries and departments.

Some relevant plans and policies

- DRR National Policy, 2075
- DRR National Strategic Action plan, 2075
- Disaster Risk Reduction & Management Regulations, 2075 (Being finalized)
- National Strategic Action Plan on Search and Rescue, 2013
- Local Adaptation Plan of Action, 2011
- National Climate Change Policy, 2011

- National Adaptation Program of Action (NAPA), 2010
- Prime Minister Relief Fund Regulation, 2007
- National Strategies for Disaster Risk Management (NSDRM), 2009
- Water Induced Disaster Management Policy, 2006
- National Action Plan for Disaster Risk Management, 1996
- Local Governance and Community Development Program (LGCDP)
- Local Disaster Climate Resilience Plan (LDCRP)
- Local Disaster Risk Management Plan (LDRMP)
- Seven steps planning process, (Replaced 14 steps planning process after new federal structure came into practice)

Layers of Institutions

- National Council for Disaster Risk Reduction and Management (NCDRRM)
- National Disaster Risk reduction and Management Authority (NDRRMA)
- Provincial Disaster Management Committee
- District and Local Disaster Management Committee

Types of Fund in disaster management in Nepal

- Central Disaster Management Fund
- Provincial Disaster management Fund
- Local Disaster Management Fund
- Source of Fund:
 - Govt. allocation
 - Donation from various sectors
 - Foreign support in loan or grant
 - Any other source



Major Disasters in Nepal and the Damage and Loss, 1971-2016

Disaster type	No. of death	No. of persons missing	No. of persons injured	No. of houses damaged or destroyed	No of affected families	No. of incidents
Epidemic	16,583	-	43,111	-	512,989	3,452
Earthquake	9,771	-	29,142	982,855	890,995	175
Landslide	4980	174	1,871	33,617	558,264	3,246
Flood	4,445	42	544	216,190	3,710,065	3,950
Fire	1,605	-	1,619	86,261	259,935	8,721
Thunderbolt	1,620	129	2,684	963	7,140	1,711
Cold wave	515	-	83	-	2,393	390
Snow storm	87	7	-	-	-	5
Avalanche	16	3	7	-	-	2
Wind storm	2	-	11	215	191	44
Hailstones/ heavy rainfall	9	-	24	155	3,280	131
Others	26	2	51	1	36	29
Total	39,659	357	79,147	1,320,257	5,945,288	21,856

SOURCE: MOHA, 2016

THIS DATA IS RECORDED SINCE 2016 ONLY. IT ALSO INCLUDES HIGH ALTITUDE, BOAT CAPSIZED, SNAKE BITES, WILD ANIMAL ATTACK AND OTHERS.



The project output and activities

Introduction

The project 'People Led Solutions for Better Accountability Practices (PELSAP)' was led by ActionAid Nepal. The project was initiated in 2016 for three years and ended on November 2018. The focus of the project was to study, analyze and identify the gaps with some feasible solutions or recommendations on the governance issues particularly the transparency and accountability in DRR preparedness and management. The project was carried in four disaster affected districts namely Dolakha, Sindhupalchowk, Kavre and Rasuwa (in the selected then VDCs). AAN engaged the four partner NGOs HURADEC, CSRC, CRED and NAF in the respective districts. At Nation level ISET-Nepal was responsible to carry out the specified output three and its associated activities in consultation and collaboration with AAN as well as PNGOs working in the districts.

Outputs

The defined outputs of the project were as follows:

Output 1: Citizens living in disaster affected communalities are empowered, aware about and are using accountability mechanisms and procedures to demand participatory accountability, transparency and rule of law in disaster management from state and non -state duty bearers and have the capacity to follow up on them.

Output 2: Targeted duty bearers have improved their capacity to ensure flow of information, accountability and transparency procedures and mechanisms.

Output 3: Policy makers/ Government entities are informed about the suggestions and recommendations made by Citizens to improve Transparency, Accountability procedures and Mechanisms in related acts, policies and plans relevant to humanitarian response, disaster risk reduction and management.

Output 4: Project cycle successfully managed

ISET-Nepal's role and activities

ISET-Nepal was given the responsibility for output 3 and its activities, and for the other outputs PNGOs were responsible. The followings were the indicators for output three.

Output 3 indicators:

- National level citizen alliance is established by the end of the first year of the project period
- Four District and one national level policy advocacy workshop took place by the end of the project period
- Policy advocacy document for strengthening the accountability system in DRR governance prepared through community, CSO participation by the end of the project period

The following activities were designed in order to produce the output three.

1. Formation of National level “Citizens Alliance” with representation of District level Citizens Alliance members. Thereby
 - Arrange 'National Citizen Alliance for Recovery and Reconstruction (NCARR) strategic meeting for national policy advocacy on DRR governance
 - "National Citizens Alliance for Reconstruction and Recovery (NCARR) advocates the issues and gaps by policy scoping and mapping activities undertaken in last two years.
 - National level “Citizens Alliance” collect district level advocacy issues and prioritize them for National level advocacy-For Mobilization
2. Develop Civic Education Curriculum on Disaster Management focusing on recovery, reconstruction and preparedness
3. Advocate for holistic accountability system at local development process informed to policy provisions in coordination with MOFAGA (then MoFALD) activity
4. Facilitate for policy scoping and mapping to analyze the relevant policy and identification of the gaps (with focus on accountability and transparency) in affiliation with Knowledge partners (Universities and Academics)
5. Organize regional, national & international conference on Good Governance in Disaster Management (preparedness, response, reconstruction and rehabilitation)
6. Monitoring Visits to the partner NGOs districts working districts
7. Publication of reports/ policy briefs

People-led Solution for better accountability practices (PELSAP) (1st December 2015-30th November, 2018)

Logical Framework

Result Chain

Impact:

Citizens alliance giving voice to the most vulnerable disaster prone community members and duty bearers are promoting and practicing good governance in disaster preparedness and management.

Impact Indicators:

- Facilitate GoN to implement has a mandated accountability and transparency mechanism procedures and mechanisms from local to National level in “National Disaster Management Act”
- Meaningful representation and participation of women and vulnerable groups are ensured in disaster management cycle as mandated in Act
- Policies, practices and budgets of governments at sectoral, local, regional and national levels address the issues of accountability and transparency in DRR governance.

Outcome 1: Citizens Alliance in local and national level mobilises most vulnerable groups especially women and youth to advocate for improved accountability mechanisms and procedures in disaster preparedness and response.

Indicators

Indicator 1: 80% of the target VDCs has meaningful representation of women, youths, and vulnerable groups in their Citizens Alliance.

Indicator 2: # of advocacy events organized by citizen’s alliance towards improved accountability mechanisms and procedures in disaster preparedness and response.

Outcome 2: State and other stakeholders promote and practice accountability towards disaster affected community linking with DRR governance.

Outcome 2: Indicator 1: 60% of target VDCs has improved their accountability and transparency in their procedures and mechanisms at the end of the project period.

Outcome 2: Indicator 2: 17 community score card shows that 70% of VDCs are following responsive, transparent and accountable practices in reconstruction process

Outcome 2: Indicator 3: The central government includes relevant policy recommendations at the end of the project period.

Output	Indicators	Activities	Description
<p>Output 1: Citizens living in disaster affected communalities are empowered, aware about and are using accountability mechanisms and procedures to demand participatory accountability, transparency and rule of law in disaster management from state and non state duty bearers and have the capacity to follow up on them.</p>	<p>Indicator 1: 153 “Ward Citizens Forum”, 17 VDC level “Women Rights Forum”, 17 VDC level “Youth Alliance” , 17 VDC level “Citizens Alliance” and 4 District level “Citizens Alliance” mobilized and members developed their awareness, and capacity to use accountability tools, mechanisms and procedures by end of the first year of the project period.</p> <p>Indicator 2: 17 VDC level recovery and reconstruction and preparedness strategy developed starting from 1st year till end of the project period.</p> <p>Indicator 3: 30% of the targeted community members from 17 VDC's are actively participating in the Participatory monitoring and accountability process by the end of the first year of the project period.</p>	<p>Activity 1: Mobilization of “Ward Citizens Forum” with meaningful representation of women and most vulnerable community members.</p> <p>Activity 2: Capacity development of the “Ward Citizens Forum” leaders on Leadership, Negotiation, Right to information, Participatory planning process, Accountability and Transparency tools (Citizens score card, Social Audit, Public hearings and Budget Tracking), reconstruction and DRR related policy and provisions.</p> <p>Activity 3: Step down orientation for “Ward Citizens Forum” members on Leadership, Negotiation, Right to information, Participatory planning process, Accountability and Transparency tools (Citizens score card, Social Audit, Public hearings and Budget Tracking) and DRR related policy and provisions.</p> <p>Activity 4: Formation/ activation/ mobilization of VDC level “Women Rights Forum” and “Youth Alliance” with meaningful representation of vulnerable community members.</p> <p>Activity 5: Capacity development of the Focal person of VDC level “Women Rights Forum” and “Youth Alliance” on Leadership, Negotiation, Right to information, Participatory planning process, Accountability and Transparency tools (Citizens score card, Social Audit, Public hearing and Budget Tracking) and DRR related policy and provisions.</p>	

Output	Indicators	Activities	Description
		<p>Activity 6: Step down orientation for VDC level “Women Rights Forum” and “Youth Alliance” members on Leadership, Negotiation, Right to information, Participatory planning process, Accountability and Transparency tools (Citizens score card, Social Audit, Public hearings and Budget Tracking) and DRR related policy and provisions.</p> <p>Activity 7: Formation of VDC level “Citizens Alliance” with representation of Women Rights Forum, Youth Alliance and other CBO’s to build agency for collaborative advocacy.</p> <p>Activity 8: Develop and disseminate IEC materials in consultation with relevant Government line agencies/ authorities for public awareness on Right to information, Accountability and Transparency, DRR related policy and provisions and other relevant messages engaging print and electronic media, social media and popular local media.</p> <p>Activity 9: “Citizens Alliance” advocate for establishing information centres and demand Good governance practices at VDC level (formal cooperation with National Information Commission and local bodies)</p> <p>Activity 10: “Citizens Alliance” at VDC level developing “Recovery and reconstruction and preparedness strategy plan” and its execution promoting women and most vulnerable group’s needs. ActionAid’s Women- led disaster response strategy will be used here.</p>	

Output	Indicators	Activities	Description
		<p>Activity 11: "Citizens Alliance" at VDC level conducting Social audit, Budget tracking, Public hearing, Citizens score card and Citizens report to monitor Good governance practices by VDC and submit reports to District level "Citizens Alliance".</p> <p>Activity 12: Formation of 4 District level "Citizens Alliance" with representation of VDC level citizen's alliance members.</p>	
Output 2: Targeted duty bearers have improved their capacity to ensure flow of information, accountability and transparency procedures and mechanisms.	<p>Indicator 1: 25 (17 persons from 17 VDCs, 2 each from 4 District) information focal persons are aware and knowledgeable about their roles and responsibility to ensure Right to Information by end of the second year of the project period.</p> <p>Indicator 2: Local government in 17 VDC's have increased their skills and knowledge on Participatory Vulnerability Assessment and have prepared their draft LDRMP through community participation In the second year of the project period</p> <p>Indicator 3: 17 VDC's are supported in establishing systematic database system to be more Accountable and Transparent (through systematised database systems, Transparent complaint boxes, Pictorial citizen charter, Public hearings, citizens score cards) by the end of the project period.</p>	<p>Activity 1: Capacity development of the District and VDC level Public Information Officer/ Focal point on their roles and responsibilities (in coordination with National Information Commission).</p> <p>Activity 2: Support to strengthen the database system of District Disaster and Relief Committee (DDRC) for improved management of relief and rehabilitation interventions.</p> <p>Activity 3: Support VDC's to promote good governance and implement the participatory transparency and accountability tools i.e. transparent complain box, pictorial citizen's charter, community friendly public hearing, community score card and citizen's report card.</p> <p>Activity 4: Capacity enhancement of Disaster Management Committee (DMC) at VDC level on participatory vulnerability assessment followed by LDRMP review and its effective implementation.</p>	

Output	Indicators	Activities	Description
Output 3: Policy makers/ Government entities are informed and they recognize about the suggestions and recommendations made by Citizens to improve Transparency, Accountability procedures and Mechanisms in related acts, policies and plans relevant to humanitarian response, disaster risk reduction and management.	Indicator 1: National level "Citizens Alliance" works effectively.	Activity 1: Formation of National level "Citizens Alliance" with representation of District level Citizens Alliance members by end of the first year of project period.	Description 1: "Citizen's Alliance" works as advisory group with representation from district level citizen's alliance, experts and notable persons is established. <i>(1 Steering advisory group formed by end of 1st quarter (end of March) comprising of representatives of women's groups, marginalized communities, youth groups, experts, academicians and other stakeholders.)</i>
		Activity 2: National level "Citizens Alliance" collect district level advocacy issues and prioritize them for National level advocacy.	Description 2: Collects and prioritizes them by the 3rd quarter.
		Activity 3: Advocate for holistic accountability system for local development process to encourage policy provisions in coordination with MoFALD and other government stakeholders.	Description 3: ISET-Nepal will coordinate with MOFALD and other government stakeholders on behalf of Citizen's Alliance for this. This will be undertaken through review and critiquing of current accountability practices in disaster management by identifying gaps and developing holistic approach with feedbacks from relevant stakeholders. (Ongoing)

Output	Indicators	Activities	Description
	<p>Indicator 2: Regional, National, and International level Policy advocacy workshop and conference takes place</p>	<p>Activity 4: Organize regional, national & international conference on Good Governance in Disaster Management (preparedness, response, reconstruction and rehabilitation) by the end of project period.</p> <p>Activity 5: Facilitate for policy scoping and mapping to analyze the relevant policy and identification of the gaps (with focus on accountability and transparency) in affiliation with Knowledge partners (Universities and Academics).</p>	<p>Description 4: 4 district level policy advocacy workshop (2nd quarter), 1 National Level policy (3rd quarter) workshop will be organised with governmental, non-governmental and other relevant stakeholders in co-ordination with 4 district level Citizen's alliances. Evidence based policy brief presented in national level workshop. 1 International level conference will be held (4th quarter) on good governance with the aim to generate discourse and build knowledge around participatory democracy where the issue of good governance in disaster management will be prioritized.</p> <p>Description 5: Policy scoping and mapping carried out to identify and analyze policy gaps focusing on accountability and transparency in coordination with universities and academicians to critique current policies and consolidate good practices and suggest appropriate recommendations. (Ongoing)</p>
	<p>Indicator 3: Policy advocacy strengthens the accountability systems in DRR governance</p>	<p>Activity 6: Document the policy advocacy prepared through community, CSOs participation by the end of the project period.</p>	<p>Description 6: Progress on preparing the policy advocacy document will be monitored for strengthening the accountability systems in DRR governance. Literature review, data and information collection, FGDs and shared learning dialogue completed at end of 1st year of project.</p>

Methodology

The methodologies followed are given below:

- Planning meeting and the development of log frame etc.
- Induction meeting
- Workshops
- Round table discussions
- Conferences
- Monitoring field visits (interview and FGD)
- Interaction, discussions and meetings with stakeholders
- Dialogues (with different stakeholders)
- Literature reviews



Summary of Activities undertaken in three consecutive years

2016

The primary responsibility of ISET-Nepal is to produce the results in the output 3 in which policy makers/government entities will be informed about the learning and recommendations made by the civic alliance to improve good governance procedures and mechanisms in DRR related acts, policies and plans. ISET-Nepal successfully performed the following activities under output 3 of in the first year of the PELSAP project.

Activity 1: Formed the National level “Citizens Alliance” along with representation of District level Citizens Alliance members.

Activity 2: National level “Citizens Alliance” collected district level advocacy issues and prioritize them for National level advocacy for mobilization.

Activity 3: Advocated for holistic accountability system at local development process informed to policy provisions in coordination with MoFALD/MoHA .

Activity 4: Facilitated for policy scoping and mapping to analyze the relevant policy and identification of the gaps (with focus on accountability and transparency) in affiliation with Knowledge partners (Universities and Academics).

ISET_Nepal conducted the field activities in Kavrepalanchowk and Rasuwa District, as a part of monitoring field visit, and gathered the district and community level issues on DRR with various stakeholders. A modern digitalized camera (still and movie) was also procured for the project activities during this period by adding additional substantial amount from ISET-Nepal.

2017

Activity A 3.1

Sub-activity A 3.1.1: Arranged ‘National Citizen Alliance for Reconstruction and Recovery (NCARR)’ strategic meeting. The meeting was organized on 28 June 2017 at Yalamaya Kendra Patan Dhoka. In the program the brief introduction of National Citizens’ Alliance for Reconstruction and Recovery (NCARR) was provided including its objectives and standard Operating Procedure (SoP). How to provide the collective advice forward through NCARR, and how NCARR can be instrumental in DRR issues and current challenges were discussed. The

meeting discussed on the strategies of NCARR that incorporated vision, mission and guiding principles of NCARR. The NCARR members from the districts and centre, and other stakeholders participated in the program.

Activity A 3.2

Sub-activity A 3.2.1: ISET-Nepal (and NCARR) and Cosponsored event related to governance issues on DRR. A national conference was organized on 'Child's right in urban development: Envisioning towards child friendly and resilient cities' on 19th November, 2017 at Park Village, Budanilkantha, Kathmandu. The program was jointly organized by Child Development Society, Urban Child Right Forum, ISET-Nepal, NDRC, and Save the Children.

Activity A 3.2.3

Sub-activity: Drafted reports, policy briefs and national conference paper. Publishing the report and the policy brief based on these activities are under progress. ISET-Nepal had hired the consultants to facilitate the programs and activities, and also to contribute in the report for policy scoping and mapping and also for producing the report on the possibility of incorporating DRR/M in high school curriculum. ISET-Nepal is planning to produce/publish these documents in the third and final year of the project.

Activity A 3.3

Sub-activity A 3.3.1: Arranged roundtable discussion with selected stakeholders including national level education centres on the possibility of incorporating DRR and DRM in high school curriculum. This consultative meeting was organized on 1st of November, 2017 at Embassy Restaurant, Panipokhari, Kathmandu.. Stakeholders from CDC, IFRC, NRCS, MoFALD and KU actively participated in the program.

Activity A 3.4

Sub-activity A 3.4.1: Continued facilitation and policy scoping and mapping through round table discussion to analyse the relevant policy and identified the gaps. A round table discussion was organized on 11 September 2017 at Embassy Restaurant, Panipokhari, Kathmandu. The discussion focussed on policy scoping in the federal context. The meeting also discussed on the recent Eastern Tarai flood and took some reflections. Stakeholders from the government agencies, NGOs and INGOs provide their valuable feedback.

Activity A 3.5

Sub-activity A 3.5.1: Organized two national level conferences on good governance in disaster management (preparedness, response, reconstruction and rehabilitation). The first one was organized on 20th December 2016 at Hotel Malla, Kathmandu. The conference title was 'Just and Democratic Governance in DRR'. Total 8 papers were presented in two parallel sessions. Senior Officials from Government Ministries (MoHA MoFALD), INGOs, and NRA were among them to present. After the presentation a panel discussion was held interestingly. Over ninety participants took part including district and national level NCARR members.

The second one was organized on 31st December 2017 at Hotel Malla, Kathmandu. The conference title was 'Governance in DRR in the federal context'. Total 6 papers were presented in two parallel sessions. Senior Officials from Government Ministry (MoFALD), INGOs, NRCS, and NRA were among them to present. After the presentation a panel discussion was held. Over eighty participants took part including district and national level NCARR members.

Activity C.1.3

Activity C 1.3: ISET-Nepal as a part of monitoring field visit, conducted the field activities in Dolakha District, and gathered the district and community level issues on DRR. The ISET-Nepal team interacted with the various stakeholders both at the community level and district level. Also held meeting with the LDO of the district, and information officer working in DCC about the DRR challenges and gaps in the changed federal context of the country.

2018

The planned programs and activities were performed of 2018 for PELSAP as follows.

Monitoring Field Visit conducted to Sindhupalchowk District to observe the PELSAP activities being carried out from 11th to 14th June 2018. Met concerned stakeholders including citizens' alliance group, Municipality officials, PNGO officials and a group of local people. Learnt the problems and challenges of DRR governance at the community level. Also got information on the progress made by the PNGOs.

Participated in the district alliance meeting of Rasuwa organized by NAF (PNGO) on May 23rd 2018 and helped them for their annual work plan preparation (out of planned activities).

Organized an interaction program of NCARR members of Kathmandu based NGOs on 26th June 2018 in Kathmandu for the sustainability of NCARR and way forward.

Organized an interaction program of NCARR members of district alliances including PNGOs on 30th March 2018 in Kathmandu to learn and problems and challenges being faced by district alliances.

Organized a round table discussion on DRR governance (policy scoping and mapping) on 23rd March in Kathmandu in a changed context of the federal system.

Submitted a draft of policy brief to AAN on the issues of DRR governance on 29th June 2018.

The following programs and activities were carried out.

i. Review meeting:

The review meeting was held on 7th of September 2018 between ISET-Nepal and ActionAid Nepal for the smoothly operating the activities of third and fourth quarter planned for ISET-Nepal under PELSAP.

ii. Orientation, mock drill, reflection session and safety manual:

This activity was carried out as per the recommendation provided in the report 'DRR/M policy and practices in school education' under PELSAP activity A 3.3. Conducted in the following manner.

- a. An orientation program was organized to the community school teachers about the school safety related to disasters likely to happen in schools. The orientation was focused particularly on fire hazards and earthquake. The program was held on 20th September 2018 at Budhanilkantha Secondary School, Narayanthan in Kathmandu. All together 14 participants were present in the orientation program. Along with the teachers, some students, ISET-Nepal personnel and resource persons were present at the occasion. The orientation was conducted based on the drafted training manual. Resource Person Mr. Ujjawal Upadhya provided the orientation.

Before the orientation, Mr. yogendra Subedi from ISET-Nepal gave the brief introduction of the PELSAP project and highlighted the objective of the program.

- b. The mock drill program for fire and earthquake was performed in the school premises following the orientation. The safer place was identified within the premise of school compound, and find out the best easiest and safest way to reach there in the case of earthquake. After earthquake drill, fire drill was practiced. A fire was created by burning firewood at the corner of the ground and fire extinguisher was used immediately to control the fire by taking out the pin, pulling the hose and pressing the handle of the extinguisher. It was asked to maintain the standard distance between the fire and the user (fire-fighter) and was asked to point the hose on the bottom of the fire (not above the fire). Resource Person Mr. Ujjawal Upadhya demonstrate the fire drill.
- c. Mr.Yogendra Subedi from ISET-Nepal handed over two fire extinguishers to the Budhanilkantha Seconadary School and one to Pachkanya Secondary School for the use of school safety in case of casualty happened.
- d. Later on, on the same day, a reflection session was organized at the Embassy Restaurant, Panipokhari with the same group to solicit the feedback and scale up the training manual. Two DRR analysts/experts (Mr. Basanta Gautam former government Technocrat and Dr. Krishna Devkota from Nepal Red Cross Society) also joined the session and provided their

inputs. Resource Person Mr. Ujjwal Upadhyay presented the draft manual. Mr. Yogendra Subedi from ISET-Nepal facilitated the session.

e. An event report, DRR report along with school safety manual was prepared and provide to ActionAid Nepal for their review and inputs on 28th September. These reports were prepared based the feedback received during discussion. Resource Person Mr. Ujjawal Upadhyay drafted the DRR report and the school safety manual, and Resource Person Mr. Parbat Dhungana drafted the event report.

iii. Policy briefs

Two policy briefs, one related to DRR governance in the changed federal context and other related to the role of Citizens' alliance in DRR (in Nepali vernacular) were drafted and submitted. The first one was submitted on 29 June and the later one was on 28th of September 2018 to AAN for their review. These briefs were prepared based on the experiences earned from the PELSAP activities carried out.



Reflections, achievement, and challenges

Reflections

- Disaster-Development nexus is such that disaster limits or delays development. Development activity and Disaster Risk Reduction (DRR) represent two sides of the same coin needs to be dealt with in unison. While natural disasters cannot be prevented from happening, the vicious cycle of disasters and its effects in the development activity can be addressed. This can be done through “mainstreaming” Disaster Risk Reduction into the development process.
- Youth as well as children (in some programs) have a right to participate in efforts to protect them from hazards and vulnerabilities, particularly in decisions making process to address disaster management and risk reduction. This is in line with the international legal framework set under the UN Convention of the Rights of the Child, which upholds children’s rights to protect and participate. Involving youths in the communities ensure sustainability of any programme or action. During the Gorkha Earthquake, the youths were at the frontline to rescue, relief and rehabilitation programs. Needless to say, they have proven to be enthusiastic about DRR, disaster preparedness and emergency planning, and initiating action in risk reduction and even disaster prevention work.
- During implementation of developmental projects from local government and central government, disaster and development nexus is overlooked. The local government is undertaking for disaster risk reduction activities (both preparedness and response activities. So, it is necessary to study and understand the real challenges and opportunities of mainstreaming DRR into developmental process at local level.
- Improving public awareness about behavioral changes which reduce risks and build resilience is also necessary. Information can be disseminated through educational institutions, information centers, radio, television and print media with the support of government, civil society networks and local communities. The most vulnerable, including the poor women, pregnant women, the elderly, people with disabilities and children always comes into first priority.
- Orientation on new, existing and amended laws, policy, strategy, guidelines to local people, political parties representatives, press, NGOs, line agencies need to be given.
- Municipal social mobilization activities, community support programs will help to increase the level of awareness acting to reach grassroots level people easily.

As local level planning is based on bottom up approach and if at bottom level, marginalized people are unaware about disaster risk reduction strategies, projects in annual plan and periodic plan will not be included development planning. So, awareness activities play vital role in mainstreaming DRR into development planning. Effectiveness in early warning system was fruitful in saving lives

- Increasing the level of awareness on individuals of grassroots , especially poor, vulnerable and marginalized group is challenging.

Below are some significant lessons learnt.

- More awareness is needed in DRR governance for all stakeholders including government officials
- Related acts, policies and guidelines are the backbones for DRR governance
- Frequent changing concerned government officials is hampering the policy influence process
- It is difficult to produce the good results within the project timeline while working in the prescribed format, framework and guidelines especially in a transition phase and in the changed political (federal) scenario.
- Loose net-works such as NCARR or the district alliances can play a crucial role in facilitating the DRR governance but their role is to be recognized by the society and government.

Achievements

- During any disaster and its aftermath the most marginalized are the ones who were already categorized as “vulnerable” even during normal situation. The impact of disasters on women can be very different from the impact on men. Disasters can accentuate the already existing vulnerabilities. With the traditional, cultural and political pattern on non-participation and lack of adequate representation of women, marginalized groups, ethnic minorities among others, the project tried to ensure meaningful representation and participation of women and vulnerable in disaster management.
- Furthermore, most of the affected communities and areas are in rural areas with low access of information on the availability of various policies and provisions. The project thus tried to empower, aware about and use accountability mechanisms and procedures to demand participation, transparency and rule of law in disaster management from state and non-state duty bearers. The more aware and empowered the citizens, the better the opportunities of access at the planning, decision making and implementing phases, both at the micro and macro level. The project activities of the project tried to address the issue in ways that will enhance the capacity of the community to follow up on accountability and transparency issues.

Challenges

- However the structures are in place at the local levels, the officials lack the skills and techniques to successfully run any programme lacking required and relevant information and training. Leadership in managing disasters and emergencies can minimize the damage inflicted by an event. Lack of successful leadership exacerbates the impact whilst certain skills and abilities can manage catastrophes.
- Transfer of key government staff during emergencies

Recommendations

- Improvising disaster management skills and mechanisms, participation of people from very different organisations, such as international aid agencies, governments (at all levels), NGOs and other civil society organisations, academics, consultants, army and police and private sector is very crucial. This means that risk reduction initiatives must be multi-disciplinary partnerships involving a range of stakeholders.
- Under the challenging and stressful conditions during emergencies, public expect leaders to manage the incident successfully. Hence, this project emphasized in different occasions to work towards capacity building of the “Citizens Alliance”, information on rights, participatory planning process, accountability and transparency tools dealing with citizens score card, social audit, public hearings and budget tracking and DRR related policy and provisions. Identifying with the learning from the recent disastrous earthquake, the alliance leaders shall be equipped with relevant knowledge and skills so as to minimize the risk of heavy damage and destruction if any such events take place in future.
- Government should ensure meaningful participation of the CSOs in all phases of reconstruction for policy formulation, such as disaster management bill with wider consultation with CSOs and their implementation ensuring monitoring by clearly recognizing their roles and responsibilities.

Some useful steps realized for disaster preparedness

Know your Disaster Risk

- Hazards risk mapping
- Inter co-ordination for Multi hazard risk mapping
- Development of Effective DM information system
- Capacity development for DR understanding

Strengthening Governance for DRR in Central, Provincial & Local stages

- Institutional arrangement and strengthen
- Formation of legal and regulatory bodies
- Capacity development, coordination and collaboration for DR governance
- Assurance of participation in DRR

Increase investment in public/private sector for making DRR resilient Nepal

- Promotion of investment for resilience
- Increase public investment for DRR
- Increase private investment for DRR
- Assure insurance and social security for disaster resilience

Well prepare for effective response and Build Back Better in RRR phase

- Preparedness for effective humanitarian response
- Multi-hazard information system for preparedness
- Community based DRR promotion and programme
- Improvement of information system and dissemination plan for disaster preparedness
- Capacity development for search and rescue
- 'Build back better' to recovery, rehabilitation and reconstruction

Holistic approach

- Holistic audit approach on DRR policies, plans, programs, and activities
- Include governance audit, finance audit, program audit, social / public audit in holistic approach

Conclusion

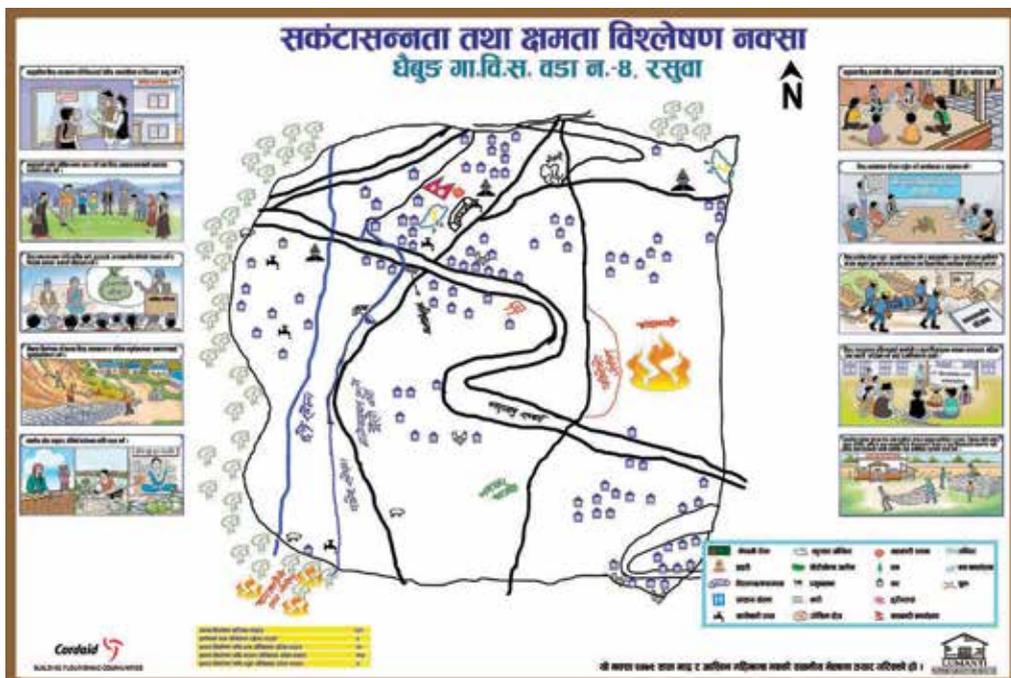
The preventive measures are equally important to reduce the possible degree of casualty and injuries. The resources can be made adequate to cope with post disaster situation if different stakeholders are made and brought them together under the single umbrella of disaster management. But the countries existing resources are not adequate at all to fight with the higher degree of occurrence likely to happen in future. Planning and preparation are the keys to our protective measures. Now focus our attention is to be for the more long-term preparations to minimize possible disasters.

In keeping with the centrality of planning as a preventative tool against disasters, educational policy-based initiatives would be another great service the government could organize in order to reach the public. Education will be a requisite tool for spreading the information we have learned about disasters. Also it is important to form a common task force immediately to overcome the

adverse effects of disasters which are on the verge of occurrence anytime and any day. Kathmandu Valley disaster management body is very much poor in its resources especially in case of fire disaster. The formation of strong fire fighting groups with subsequent provision of firefighting equipments is in urgent need. It has also been experienced that there has been huge gap between what institutions and target groups. Institutions are carrying out sophisticated activities to overcome the disaster's effects but the general people are target groups, are far apart from any precautionary measures as well as preventive measure need to be undertaken during disasters. Thus, the bottom line is that the public must be made aware through strengthening the institutional capacity. The public and major stakeholders need to be participated to form a good linkage between receptor group and service providers.

Most of the disaster policies in Nepal emphasize on response and relief efforts, with relatively less strategic focus on preparedness and mitigation. Regulatory and legislative gaps and institutional weaknesses have persisted in terms of mitigating disaster risks. DRRM 2017 first time recognized disaster management cycle, preparedness, response and mitigation; and has classified disaster as a natural as well as human induced. The provision of well structured functional institutional set up from the center to the local level, it may still take some time and effort to change the institutional inertia at national and provincial and local levels. Most of the plans, policies and strategies have laid emphasis on flood, landslide, followed by earthquake and GLOF/avalanches and treated as centrally rather than locally. Most of them have paid less attention towards rehabilitation/mitigation.

The policy formulation and institutional set up alone does not give much expected output unless they are complemented by the ability and competence to operationalize the interest of the relevant act and policies.



ACTION FOR SOCIAL JUSTICE STRATEGY 2023 AT A GLANCE

VISION

Just and equitable society in Nepal and beyond, where every person enjoys the right to a life of dignity and freedom from poverty and inequality.

MISSION

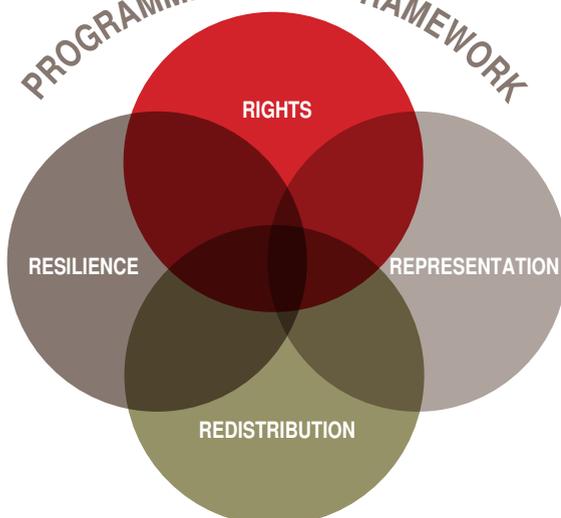
Achieve social justice, gender equality and poverty eradication by working with people living in poverty and exclusion and their communities, organisations and movements.

STRATEGIC PROGRAMME PRIORITIES

THEORY OF CHANGE



PROGRAMME IMPACT FRAMEWORK



INTERNAL ORGANISATION DEVELOPMENT PRIORITIES

<p>ORGANISATIONAL DEVELOPMENT</p> <ul style="list-style-type: none"> ▪ Governance leadership ▪ Diversity ▪ Innovation and digital transformation 	<p>KNOWLEDGE MANAGEMENT & LEARNING</p> <ul style="list-style-type: none"> ▪ Generate ▪ Share ▪ Use 	<p>FUNDING BASE</p> <ul style="list-style-type: none"> ▪ Child sponsorship ▪ Institutional fundraising ▪ In-country fundraising
<p>VALUE FOR MONEY</p> <ul style="list-style-type: none"> ▪ Cost effectiveness ▪ Zero tolerance on fraudulent act 	<p>PROFILE BUILDING</p> <ul style="list-style-type: none"> ▪ Brand identity & visibility ▪ Communicating impact ▪ Public engagement 	<p>PARTNERSHIP MANAGEMENT</p> <ul style="list-style-type: none"> ▪ Capacity ▪ Governance ▪ Quality outcome

WE WORK WITH

Women & girls, children, landless and smallholder farmers, Dalit, socio-economically marginalised people, young people, alliances, networks and agencies for People Living in Poverty and Exclusion

ActionAid Nepal

ActionAid is a global justice federation working to achieve social justice, gender equality and poverty eradication. ActionAid Nepal is a member of the federation, working for human rights, anti-poverty and gender equality. It is a non-governmental national social justice organisation established in 1982 and working locally in different provinces of Nepal. It is also a part of both national and global social justice movement and other civil society networks, alliances and coalitions.

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