

# VIEWS FROM THE FRONTLINE 2011

## Nepal Report



Submitted by:



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We believe that the results and findings of this country level research will contribute towards portraying the regional picture on the achievements in HFA implementation at the local level and contribute towards emphasizing and strengthening the usually “unheard” voice, unrecorded views, and untold success stories from the frontline in the quest of the local government, communities and the civil society organizations in saving lives of common people against natural hazards. We anticipate the research findings, conclusions and recommendations contained herein will help to develop useful strategies and effective disaster reduction, prevention and response mechanisms in the country and towards development of regional and international strategies for accelerating the HFA implementation process.

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## EXECUTIVE SUMMARY

Due to its rugged topography Nepal faces frequent natural hazards that can lead to disasters causing displacement, loss of life, property and livelihoods. These include landslide and flood during the monsoon periods, frequent forest fires and a level of seismic activity that could lead to a major earthquake at any time. These natural occurrences and risks are in turn exacerbated by environmental degradation, deforestation and soil erosion, leading to a greater likelihood of devastating flash floods and dry landslides, while glacial melt associated with climate change has increased the risk of glacial lake outburst floods.

Effective law and regulation to support DRR in Nepal need to address some of the regulatory factors that cause or fail to prevent these natural events becoming human disasters, using longer term planning and public regulation to help prevent loss of life and livelihoods which currently have a major impact on the country's human development. This necessary integration of DRR and development goals has been recognized at national Government level in Nepal in its national development planning, its National Policy on Environmental Adaptation to Climate Change, and its National Strategy for Disaster Risk Management (NSDRM). Visibly, Nepal is at the forefront in creating suitable policy and legal environments for DRR implementation from national to the local level in the recent years, disaster awareness has enhanced significantly, and several successful initiatives have been implemented. It's an appropriate time for Nepal to review the progress.

One such review was initiated by Global Network of Civil Society Organization (GNDR) to monitor the progress of HFA implementation at the local level as the Views from the Frontline (VFL). Views from the Frontline was first implemented in 2009 to assess the progress towards implementation of all the five priorities of HFA at the local level. The 2009 results showed that in Nepal DRR activities were very limited and that the communities are not prepared to respond to the myriads of disasters. The assessment process continued and VFL 2011 has targeted the assessment focussing at the role that local governments are playing in DRR at the local level.

A total of 365 samples were collected from across the country as per a methodology developed by GNDR. Same set of questionnaires was used in all VFL countries. The review process used a total of 20 indicators. These indicators were aimed at two main respondent or "key informant" groups: Local Government Officials and Community Representatives. These two groups were selected as the key target groups most appropriate for analysing progress towards implementing disaster risk reduction at the local level.

The results showed that the local governance indicators have low scores and are rated at similar levels; the average score or the total mean is 2.05 which indicates that the progress towards local governance is very low, the progress is to a very limited extent/ there are some activities but significant scope for improvement. The scores are fairly high for partnership and governmental coordination. The scores for monitoring, baseline information and financial resources are markedly lower.

The Accountability and Transparency indicators (baselines and monitoring) are the lowest scores, suggesting that gathering, disseminating and managing disaster risk information are key constraints to effective risk reduction, and limited access to funding further aggravates the situation. The governance indicators show that government performs better on coordination and partnerships but the capabilities are very limited hence substantial external input in terms of expertise, resources and authority is critically important for effective implementation of policies and plans at the local level. Overall, there is a need to strengthen local risk governance.

Based on the scores given by the respondents from the Local Government Units (LGUs) and communities, it is very clear that the local government efforts and initiatives are relatively low. Although there are ongoing initiatives carried out by the government, these are deemed to be very limited and need considerable improvement. It was noticeable though that, respondents from the

LGUs provided high rating as compared to those from the communities taking into account that they are appraising their own performance and actions

Creation of the National Strategy for Disaster Risk Management (NSDRM) in 2007 and its formal acceptance by the government in 2009 became a milestone of DRR in Nepal. Establishment of the National Emergency Operation Centre (NEOC) that provides round the clock vigilance on disaster events and provides guidance and instructions to the response organizations is another milestone achieved by the country. Establishment of Nepal Risk reduction Consortium (NRRC) has become an obvious policy success as it has established a common platform for all main stakeholders to put their efforts jointly for achieving DRR in identified priority areas. All these policy interventions have resulted in ever-increasing disaster awareness.

However, several challenges still prevail. The gap between policies and implementation needs to be bridged by concrete actions. Decentralization of authorities and organized mechanism for uniform allocation of resources especially at local levels, disaster awareness and capacity building on a massive scale, institutionalization of successes etc are the main challenges ahead.

# TABLE OF CONTENT

|  |            |
|--|------------|
| <b>Acknowledgements</b> .....  | <b>ii</b>  |
| <b>Executive Summary</b> .....   | <b>iii</b> |
| <b>1 Introduction</b> .....  | <b>1</b>   |
| <b>2 Views from the Frontline’ - Background and Approach of the global project</b> ..... | <b>2</b>   |
| 2.1 History of VFL .....   | 2          |
| 2.2 Main Findings of VFL 2009 .....  | 3          |
| 2.3 VFL 2011 .....   | 3          |
| <b>3 Overview of Disaster Risk Reduction in Nepal</b> .....                              | <b>3</b>   |
| 3.1 National Hazards Scenario .....  | 3          |
| 3.2 Vulnerability and Risk Scenario .....  | 4          |
| 3.3 Policy and Legislation .....   | 6          |
| <b>4 Analysis of Data: Priority for Action 1 HFA – Governance</b> .....                  | <b>6</b>   |
| 4.1 Survey Samples .....   | 6          |
| 4.2 Outcome – Change in Disaster Losses .....  | 8          |
| 4.3 Changes in Losses Linked to Perceived Threat .....                                   | 10         |
| 4.4 Local Governance Issues .....  | 11         |
| 4.5 Relationships between Local Government and Descriptors .....                         | 12         |
| <b>5 Case Studies</b> .....  | <b>15</b>  |
| <b>6 Conclusion, Recommendations and Way Forward</b> .....                               | <b>16</b>  |
| 6.1 Overall Picture.....   | 16         |
| 6.2 Progress at the National Level: .....  | 17         |
| 6.3 Progress at the Global Level.....  | 17         |
| <b>Annexes</b> .....   | <b>20</b>  |
| <b>Annex 1.</b> Local Governance – Survey Indicators (Questionnaire) .....               | 20         |
| <b>Annex 2.</b> List of Partnering Organizations.....                                    | 29         |
| <b>Annex 3.</b> List of Participants of the National Advisory Committee Meeting .....    | 30         |
| <b>Annex 4.</b> List of Participants of the Training Workshop on VFL.....                | 32         |
| <b>Annex 5.</b> Snapshot .....   | 35         |

## LIST OF TABLE

|           |  |    |
|-----------|--|----|
| Table 1:  | Number of Questionnaires Administered by Different Respondents.....        | 3  |
| Table 2:  | Top 10 Hazards Types and their Impact in Nepal 1971-2010.....              | 5  |
| Table 3:  | Breakdown of Sample by Age Group .....                                     | 7  |
| Table 4:  | Perceived Changes in Disaster Losses (since 2005).....                     | 9  |
| Table 5:  | Changes in Disaster Losses over last 5 years (ranked).....                 | 9  |
| Table 6:  | Change in Losses (mean scores) by Age Groups.....                          | 9  |
| Table 7:  | Change in Losses (Mean Scores) by Informant Groups .....                   | 10 |
| Table 8:  | Perception of Threat of Disasters (Mean Scores) by Age Group.....          | 10 |
| Table 9:  | Perception of Threat of Disaster (Mean Scores) by Informant Group.....     | 11 |
| Table 10: | Mean Scores for Local Government Issues .....                              | 11 |
| Table 11: | Local Governance Indicators Mean Scores by Age Group .....                 | 12 |
| Table 12: | Local Governance Indicators Mean Scores by Gender.....                     | 13 |
| Table 13: | Local Governance Indicators Mean Scores by Rural /Urban Context.....       | 14 |
| Table 14: | Local Governance Indicators Mean Scores by Different Respondent Group..... | 14 |
| Table 15: | Mean Scores for the Different Local Governance Indicators.....             | 17 |

## LIST OF FIGURE

|                   |   |    |
|-------------------|---|----|
| <b>Figure 1:</b>  | Nepal's hazard context (A) Schematic View of Physiographic Regions of Nepal<br>Source: Disaster Review, 2006 p. 5); (B) Earthquake Hazard of Nepal..... | 4  |
| <b>Figure 2:</b>  | Top 10 Disaster Occurrence and Human Live Losses in Nepal 1971-2010 .....   | 5  |
| <b>Figure 3:</b>  | Rural/Urban Context of the Country .....  | 7  |
| <b>Figure 4:</b>  | Sample Size by Gender .....   | 7  |
| <b>Figure 5:</b>  | Distribution of Age.....  | 7  |
| <b>Figure 6:</b>  | Sample size by Informant Group .....  | 8  |
| <b>Figure 7:</b>  | Changes in Disaster Losses over last 5 years .....  | 9  |
| <b>Figure 8:</b>  | Perception of Threat .....  | 10 |
| <b>Figure 9:</b>  | Local Governance Questions- Mean and Standard Deviation Scores .....  | 12 |
| <b>Figure 10:</b> | Local Governance Indicators Mean Scores by Age Group .....  | 13 |
| <b>Figure 11:</b> | Local Governance Indicators Mean Scores by Gender.....  | 13 |
| <b>Figure 12:</b> | Local Governance Indicators Mean scores by Rural /Urban Context .....   | 14 |
| <b>Figure 13:</b> | Local Governance Indicators Mean Scores by Different Respondent Group.....  | 15 |
| <b>Figure 14:</b> | Nepal Governance Indicators Compared with Global .....  | 18 |



## 1 INTRODUCTION

Natural hazards are one of the largest challenges to mankind in the 21st century especially in the least developed countries like Nepal. Nepal's rugged and fragile geophysical structure, very high relief, steep hill slopes, complex geology, variable climatic conditions and active tectonic processes make the country very susceptible to a wide range of natural hazards.

Floods and landslides are the most recurrent natural hazards occurring annually and claiming just over 200 deaths per annum on average over the period 1997-2006. The country also experiences earthquakes, droughts; glacial lake outburst floods (GLOFs), forest fires and more minor hazard events such as avalanches, storms and hailstorms causing heavy loss of human lives as well as economic loss including housing and infrastructures. Mortality data for the period 1971-2007 recorded more than 27,000 deaths, which indicates an average loss of more than two lives due to natural disasters every day. More people are killed by disasters in Nepal compared to any other country in South Asia if population figure and territories are extrapolated approximately.

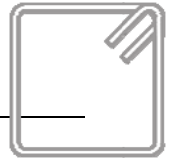
The record of disasters and their impacts from 1971 to 2010 (DesInventar Data) also shows how severely the country has suffered from various disasters in the last four decades. It can be seen that over the last 40 years in an average every year 775 people lost their lives in Nepal.

In addition to the high mortality risk, more than 50,000 people were reported as injured, about 3,000 people missing, and about 5 million people affected during the period 1971- 2007 (EM-DAT). About 32% of the total area and 28% of the total population of Nepal is exposed to risks from three or more hazards. More than one in 20 residents live in an area identified as having a relatively high mortality risk. According to the country profile prepared by EM-DAT on the available database for 1900-2009, earthquake and floods are the biggest hazards in terms of mortality, affected population, and economic losses.

The country is relatively ranked very high in terms of vulnerability to natural calamities. The risk is believed to be increasing very rapidly mainly due to the growth in population, especially in urban and urbanizing areas. Another major factor for the increasing risk was believed to be a lack of a favourable policy and legal environment commensurate with the present-day situation, needs, opportunities and resource availability. While Nepal has tried to improve the policy and legal environment in recent years, there is a dire need to address issues related to disaster risks and associated vulnerabilities to ascertain disaster resilient communities in the country.

The present country report on "Views from the Frontline" for the country of Nepal is prepared by National Society for Earthquake Technology – Nepal (NSET), National Coordinating Organization (NCO) for Nepal for submission to the Global Network for Disaster Reduction (GNDR). The report is a part of Views from the Frontline report which is being developed and prepared by GNDR globally. The report provides background information on natural hazards and risks, disaster trends of the country, analysis of the indicators measuring progress towards the implementation of HFA priority of Action 1, i.e., Local Governance, the strengths and weakness of the country towards achieving DRR and suggests an institutional mechanism that needs to be put in place.

The report is structured into six sections. The Section I introduces the topic DRR in context of Nepal; Section II, describes the background of the research study 'Views from the Frontline'. Overview of Disaster Risk Reduction is presented in Section III. Section IV presents the result of the analysis of data for the Priority for Action 1 HFA- Governance. Section V highlights the Action at the Frontline: Case Study analysis as the evidence of action at the frontline supporting the survey data. Finally the Section VI describes the conclusion and next



steps to be taken into consideration particularly with regard to the possibility of mobilizing people and key stakeholders at the local, national and regional level. It focuses on the problems and successes detected by the project, - the areas in which the country scores the highest and lowest (i.e. strengths and weaknesses) and will build on the case studies.

## 2 VIEWS FROM THE FRONTLINE' - BACKGROUND AND APPROACH OF THE GLOBAL PROJECT

### 2.1 History of VFL

The 'Views from the Frontline' (VFL) project, initiated in 2009, has been highly effective at national or at international level. Presentation of views from over 7000 respondents from 48 countries made a major impact at the UN 'Global Platform for Disaster Risk Reduction', and at the local level, where dialogue, collaboration and action have been promoted. VFL 2011 builds on this success. Its focus is local governance, which is critical to effective implementation of policy facilitation and provision of necessary resources; leading to the HFA achieving real impact on the ground, where people at risk live, eat and work.

The project is composed of two main elements: action-research and applied learning. The action-research element is based on an initial quantitative survey through face-to-face interviews or self-evaluations by local government officials and local community representatives to assess their perceptions on progress made in effective local governance to support disaster resilience and risk reduction as part of the HFA five Priorities for Action. This is supported by qualitative research based on gathering case studies ('Action at the Frontline') to support the quantitative data. The applied learning phase of the project uses this information to develop consensus on policy positions and associated recommendations to take forward to national, regional and international levels of DRR review process including the Global Platform.

The findings and conclusions of the current study, of which Nepal is a part, is prepared with the aim of presenting the local stakeholders perspective at global level. The main goal of 'Views from the Frontline' is to support the effective implementation of the HFA to build the resilience of vulnerable people and communities at-risk to disasters.

#### **The VFL 2010-2011 specific objectives are:**

- To strengthen public accountability for effective HFA implementation by establishing independent local-level policy monitoring and reporting processes.
- To strengthen collaboration between local, national, regional and international levels.
- To increase dialogue and interaction between local authorities, civil society and community stakeholders to monitor progress, share information, formulate policy positions, develop partnerships and coalitions and contribute towards multi-stakeholder efforts to implement the HFA on the ground.

#### **The project outputs at the country and regional level include:**

- To provide an independent global overview of progress, baseline and evidence base towards developing effective local governance for implementation of the HFA.
- Improved understanding of the role and importance of local governance to support effective implementation of the HFA at the local level
- Increased research, analytical and advocacy capabilities among project participants.
- Increased public awareness, ownership and demand for building safety and resilience
- Joint advocacy and strategy at the national, regional and international level





- Increased understanding and trust between public, civil society and community stakeholders responsible for disaster risk reduction
- Sharing of practical experience, knowledge and learning
- Increased political commitment for disaster risk reduction investments at the local level

The main elements of the project are:-Survey Data, Qualitative Data, Conclusion and Recommendation, International Campaigning, Advocacy and Local Consultations

NSET participated in the VFL 2009 as the National Coordinating Organization (NCO) for Nepal with a purpose of not only to assess the progress of HFA implementation but to promote Hyogo Framework for Action (HFA) and call for collaboration among various stakeholders for the effective implementation of HFA in the country.

## 2.2 Main Findings of VFL 2009

VFL 2009 showed that Disaster Risk Reduction and the progress of implementation of HFA at local level in Nepal are in the preliminary phase and are not up to the mark. DRR works are centralized and the districts are unaware on the issue. VFL 2009 showed that progress in establishing national policies and legislation had not generated widespread changes in local practices.

In reviewing findings from VFL 2009, it was identified that the local risk governance is the key to accelerating implementation of risk reduction. Therefore assessment of local governance which is critical to effective implementation of policy and provision of resources is the focus of VFL 2011 of which Nepal is also a part. Building on VFL 2009, VFL 2011 assesses where progress has or has not been made over the two year period.

## 2.3 VFL 2011

VFL 2011 was initiated in November 2010 in Nepal. A national consultation meeting was conducted in the preliminary phase (25 November 2010) to discuss on the review process, next steps to be taken and to select the potential Participating Organizations (POs). The representatives of the selected POs who were to administer the survey were then trained on the survey process. There were altogether 14 POs across the country involved in the survey process. And a total of 365 survey forms from different parts of the country were administered of which the number of different respondents were as follows;

**Table 1: Number of Questionnaires Administered by Different Respondents**

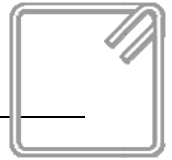
| Respondents            | Local Government | Civil Society Organization (CSOs) | Community Representative | Others | Total |
|------------------------|------------------|-----------------------------------|--------------------------|--------|-------|
| Questionnaire Received | 95               | 49                                | 94                       | 127    | 365   |

The entire questionnaire and the guideline were translated into Nepali language in order to enable the respondents to understand the contents easily.

## 3 OVERVIEW OF DISASTER RISK REDUCTION IN NEPAL

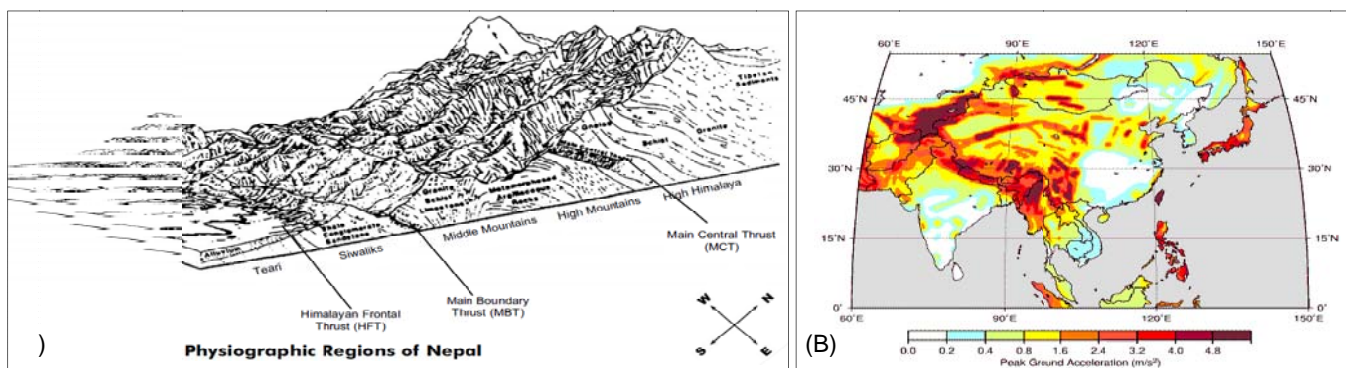
### 3.1 National Hazards Scenario

Nepal is a small land-locked country with an estimated per capita gross domestic product (GDP) of US\$470 in 2008/09. It has a population of 29.3 million people (EM-DAT database



2010) some 85% of which is based in rural areas. The economy remains heavily dependent on agriculture which, despite a decline from an almost half share in total GDP in the early 1990s, still accounts for around a third of GDP and is closely linked into the country's predominantly agro-processing based industrial sector. With an HDI ranking of 136 out of 177 countries according to the Human Development Index (HDI / (HDR 2005), Nepal is among the least developed countries in the world. Disaster, among others, is one attribution of poverty

The country is prone to various types of natural hazards due to its geophysical condition. Poor socio-economic condition and low level of disaster preparedness; makes the vulnerable to a variety of disaster risks. Major disasters are earthquake, flood, landslide, fire, windstorm, hailstorm, epidemic, and avalanche etc. Besides these, a number of organizational weaknesses, resource constraint and absence of modern technology are the other major factors that have hindered Nepal's coping capacity to natural disasters.



**Figure 1: Nepal's hazard context (A) Schematic View of Physiographic Regions of Nepal Source: Disaster Review, 2006 p. 5); (B) Earthquake Hazard of Nepal**

(Source: <http://www.seismo.ethz.ch/static/GSHAP/eastasia/asiafin.gif>)

Most parts of the country are seismically active and the geomorphology is very fragile. Constant tectonic action of different degree along with varied intensity of weather condition has adverse effect on stability of earth surface and river courses. The Himalayan region of Nepal is one of the severest flood hazard zones of the world. Besides, the heavy precipitation, the high wetness, steepness of watersheds and river channels, all contribute to large flood magnitudes. The middle Hills are very prone to destruction of landslides and the Terai to flood and fire. As a result flood, landslide and fire are the most frequent natural disasters in Nepal. These disasters occur almost every year in one part of the country or the other and claims thousands of human lives and destruction of physical properties worth billions of rupees. A wide range of physiographical, geological, ecological, meteorological and demographic factors contribute to the disaster vulnerability of the country (Upreti 2005). The earthquakes of 1934, 1980, 1988, the flood of July, 1993 and the recent landslides of August, 2002 and fire of 2002 were the most devastating natural hazard events which not only caused heavy losses of human lives and physical assets but also adversely affected the development process of the country as a whole. In such a way it is a great challenge to the nation to protect infrastructure and property from frequent natural disasters.

### 3.2 Vulnerability and Risk Scenario

Nepal, according to the recent study by UNDP/BCPR (UNDP 2004) stands at 11th and 30th country with respect to relative vulnerability to earthquake and flood respectively. By global standards, Nepal ranked 23rd in the world in terms of the total natural hazard-related deaths in two decades from 1988 to 2007 with total deaths reaching above 7,000 (IFRC, 2007). It is in seventh position for deaths resulting as a consequence of floods, landslides and avalanches



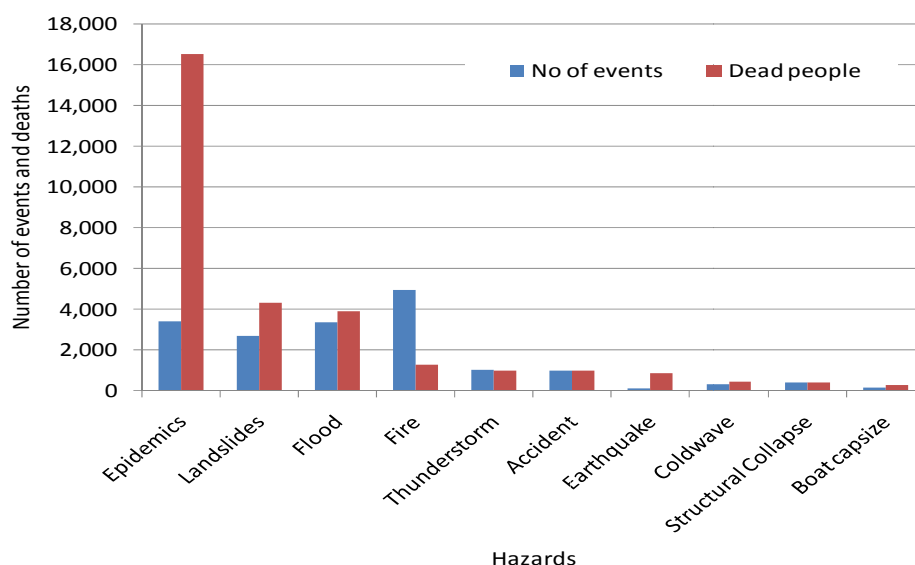
combined, and in eighth position for flood-related deaths alone. A UN Report (2008) shows that of the 75 districts in the country, 49 are prone to floods and/or landslides, 23 to wildfires, and one to windstorms. A total of 64 out of 75 districts are prone to disasters of some type.

According to DesInventar data, the most common type of disaster in the country is epidemic, followed by flooding (Table 2). The greatest loss of life has been from epidemics during the last four decades from 1971-2010 indicating very poor condition of public health services and hygiene. Moreover, many of the disasters, particularly in rural areas, go unreported because of the lack for access to the media. The reason behind this is also the part that the local government usually lacks technical and human resources for the community-level disaster monitoring. The impacts of natural disaster events are enormous and they are increasing due largely to rapid population growth (2.3 percent per annum), unplanned settlement, lack of preparedness and lack of public awareness.

**Table 2: Top 10 Hazards Types and their Impact in Nepal 1971-2010**

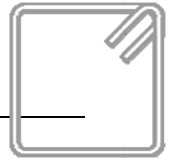
| S.N. | Hazard Type         | Number of Events | Dead People | Injured People | Affected People | Destroyed Houses | Damaged Houses |
|------|---------------------|------------------|-------------|----------------|-----------------|------------------|----------------|
| 1    | Epidemics           | 3413             | 16521       | 43076          | 512967          | -                | -              |
| 2    | Landslide           | 2705             | 4327        | 1446           | 555607          | 18249            | 13690          |
| 3    | Flood               | 3377             | 3899        | 461            | 3665104         | 93807            | 86504          |
| 4    | Fire                | 4936             | 1293        | 1097           | 252074          | 70118            | 1832           |
| 5    | Thunderstorm        | 1034             | 986         | 1810           | 6668            | 320              | 368            |
| 6    | Accident            | 1000             | 969         | 359            | 2137            | 5                | 415            |
| 7    | Earthquake          | 95               | 873         | 6840           | 4539            | 33708            | 55312          |
| 8    | Cold wave           | 320              | 442         | 83             | 2393            | -                | -              |
| 9    | Structural Collapse | 389              | 404         | 596            | 2016            | 1170             | 623            |
| 10   | Boat Capsize        | 135              | 269         | 124            | 410             | -                | -              |
| 11   | Other events        | 2651             | 999         | 1335           | 928331          | 4985             | 9738           |
|      | Total               | 20055            | 30982       | 57227          | 5932246         | 222362           | 168482         |

Source: DesInventar Database of Nepal (NSET, 2010)



**Figure 2: Top 10 Disaster Occurrence and Human Live Losses in Nepal 1971-2010**

Source: DesInventar Database of Nepal (NSET, 2010)



The 1988 Udayapur Earthquake and the 1993 flood of south-central Nepal were the two medium-sized events that provided adequate lessons. Since then, Nepal has made significant progress towards disaster risk reduction, beginning with the formulation of the National Building Code and several other standards for safeguarding infrastructure, and a positive response to the Yokohama Strategy and Plan of Action by preparing the National Action Plan for Disaster Management in 1994. The two major catastrophic incidents (the Udayapur earthquake of 1988 and the flood in 1993) were eye-openers towards disaster management issue.

### 3.3 Policy and Legislation

Nepal has attained the level of maturity in terms of policy formulation for disaster risk management and capacity building and planning for emergency response, a process started in early 1990s, along with the advent of the International Decade for Natural Disaster Reduction (IDNDR). Disaster response was regularised in a formal way as early as 1982 when the state promulgated the Disaster Relief Act. Later in 1998, Local self Governance Act (LSGA) authorized and encouraged local governments to start promoting disaster risk reduction (DRR) at the local levels. In the same year the government made the National Building Code mandatory for all urban and urbanizing areas of Nepal. Creation of the National Strategy for Disaster Risk Management (NSDRM) in 2007 and its formal acceptance by the government in 2009 became a milestone of DRR in Nepal. Establishment of the National Emergency Operation Centre (NEOC) that provides round the clock vigilance on disaster events and provides guidance and instructions to the response organizations is another milestone achieved by the country. Establishment of Nepal Risk reduction Consortium (NRRC) has become an obvious policy success as it has established a common platform for all main stakeholders to put their efforts jointly for achieving DRR in identified priority areas. All these policy interventions have resulted in ever-increasing disaster awareness.

However, several challenges still prevail. The gap between policies and implementation needs to be bridged by concrete actions. Decentralization of authorities and organized mechanism for uniform allocation of resources especially at local levels, disaster awareness and capacity building on a massive scale, institutionalization of successes etc are the main challenges ahead.

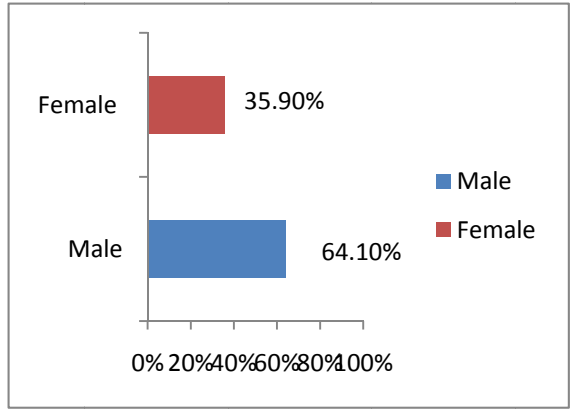
## 4 ANALYSIS OF DATA: PRIORITY FOR ACTION 1 HFA – GOVERNANCE

### 4.1 Survey Samples

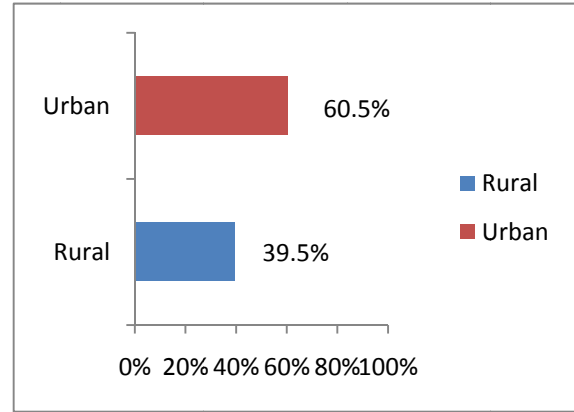
A total of 365 questions across the country were administered. The areas covered during sampling were Kathmandu (Municipality and the Village Development Committee (VDCs), Lalitpur (VDC of Lalitpur - Lubhu, Lamatar, Godamchaur, Badhikehl, Jharubasi, Chapagaun, Lele, Champi, Khokana, Thecho etc), Kirtipur Municipality, Bhaktapur Municipality, Butwal Municipality, Kaski District, Baglung District and Bardia. Features of the 365 sample collected from these regions are as follows;

#### 4.1.1 Sample according to Geography and Gender Perspective of the Country

The sample is mostly urban sample 60.5% is from urban respondents and 39.5% from rural. And the country sample tend to be male dominated (64% of the sample is from male).



**Figure 3: Rural/Urban Context of the Country**



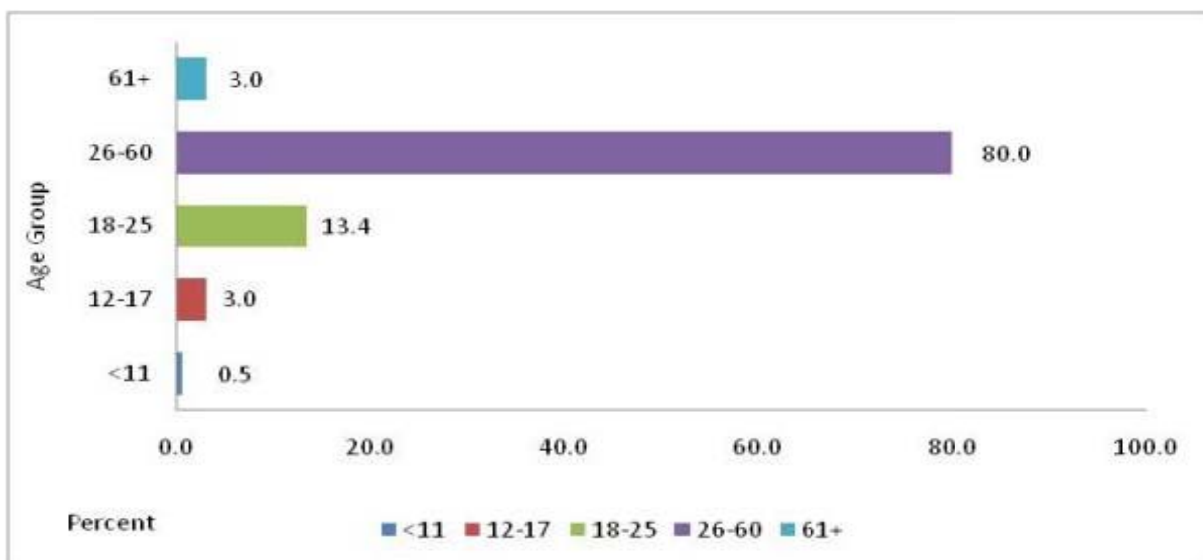
**Figure 4: Sample Size by Gender**

#### 4.1.2 Sample size by age group

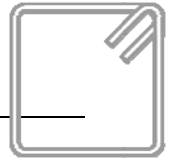
The sample has the highest proportion of the age group 26-60 (292 out of 365). Children under 11 years of age are underrepresented.

**Table 3: Breakdown of Sample by Age Group**

| Age         | Frequency | Percent | Valid percent | Cumulative percent |
|-------------|-----------|---------|---------------|--------------------|
| <11         | 2         | 0.5     | 0.5           | 0.5                |
| 12-17       | 11        | 3.0     | 3.0           | 3.6                |
| 18-25       | 49        | 13.4    | 13.4          | 17.0               |
| 26-60       | 292       | 80.0    | 80.0          | 97.0               |
| 61+         | 11        | 3.0     | 3.0           | 100.0              |
| Grand Total | 365       | 100.0   | 100.0         |                    |

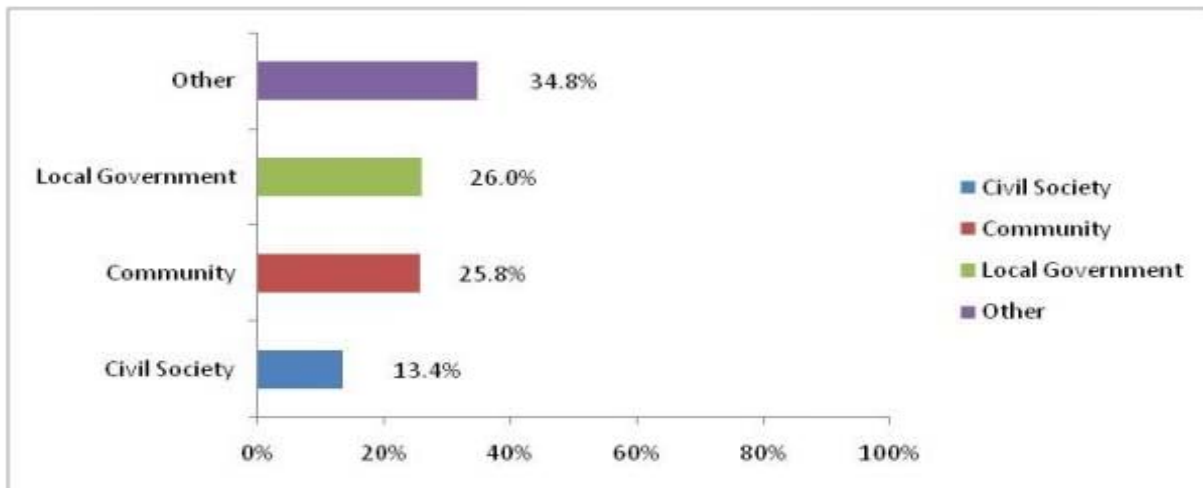


**Figure 5: Distribution of Age**



### 4.1.3 Sample size by Informant group

About 26% claims to be involved in local government, 13.4 % civil society and 25.8% community and 34.8% others (which can also be taken as community as they are also the part of the community involved in different occupations).



**Figure 6: Sample size by Informant Group**

The proportion of men involved in local government is higher than that for women (20% and 6% respectively), and similarly the proportion of men engaged in civil society is also higher than women (8.2% and 5.2%).

Female respondents are somewhat younger than male, a major proportion (200) of male respondents are from the age group (26-60) whereas the age group of female respondent vary.

Not surprisingly respondents involved in local government tend to be older- a greater proportion is in the age 26-30 year's age group.

Differences in age between rural and urban respondents are not significant. A greater proportion of urban respondents are involved in local government (17.8%) compared to (8.2%) of rural respondents; conversely, a greater proportion of rural respondents represent community group (14.2%) compared to (11.5%) of urban respondents.

## 4.2 Outcome – Change in Disaster Losses

For the change in disaster losses the respondents are highly polarized. 43 % feel losses have reduced over the last 5 years whereas 35% feel there are no changes in disaster losses and 22.2% feel that disaster losses have increased.

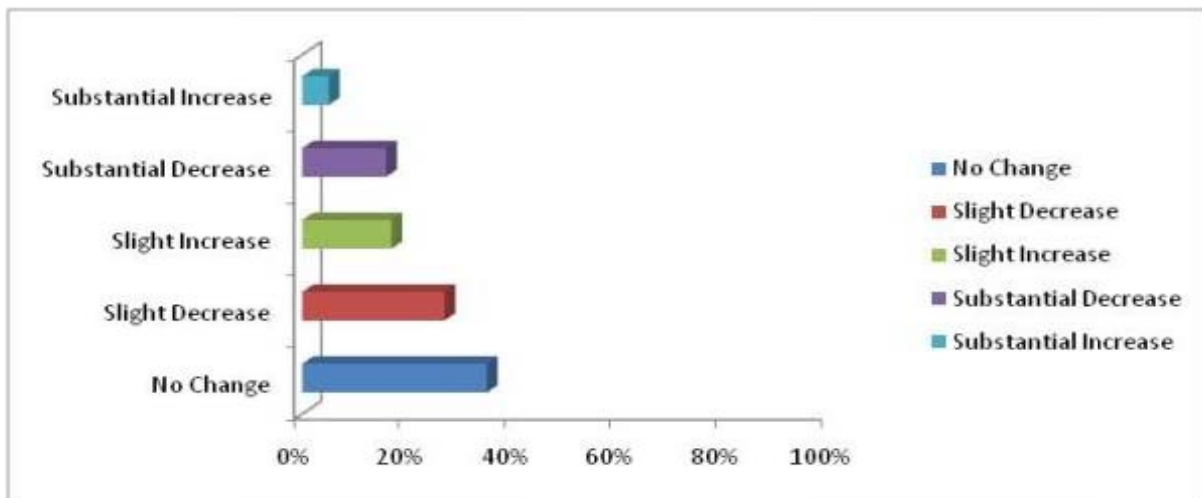


Figure 7: Changes in Disaster Losses over last 5 years

Table 4: Perceived Changes in Disaster Losses (since 2005)

|       |       | Frequency | Percent | Valid Percent | Cumulative Percent |
|-------|-------|-----------|---------|---------------|--------------------|
| Valid | 0     | 127       | 34.8    | 34.8          | 34.8               |
|       | 1     | 98        | 26.8    | 26.8          | 61.6               |
|       | 2     | 59        | 16.2    | 16.2          | 77.8               |
|       | -1    | 62        | 17.0    | 17.0          | 94.8               |
|       | -2    | 19        | 5.2     | 5.2           | 100.0              |
|       | Total | 365       | 100.0   | 100.0         |                    |

Table 5: Changes in Disaster Losses over last 5 years (ranked)

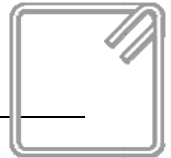
| Country | Mean | Frequency (N) | Std. Deviation |
|---------|------|---------------|----------------|
| Nepal   | 0.32 | 365           | 1.093          |

Though the mean score of 0.32 indicates that the respondents feel that the disaster losses have decreased slightly but there were large proportions of respondents who feel that things have not changed and the other group feels that disaster losses have increased.

Table 6: Change in Losses (mean scores) by Age Groups

| AGE GROUPS  | Mean | N   | Std. Deviation |
|-------------|------|-----|----------------|
| <11         | 2    | 2   | 0              |
| 12-17       | 0.73 | 11  | 1.34           |
| 18-25       | 0.31 | 49  | 1.23           |
| 26-60       | 0.23 | 292 | 1.04           |
| 61 and over | 0.27 | 11  | 1.42           |
| Total       |      | 365 |                |



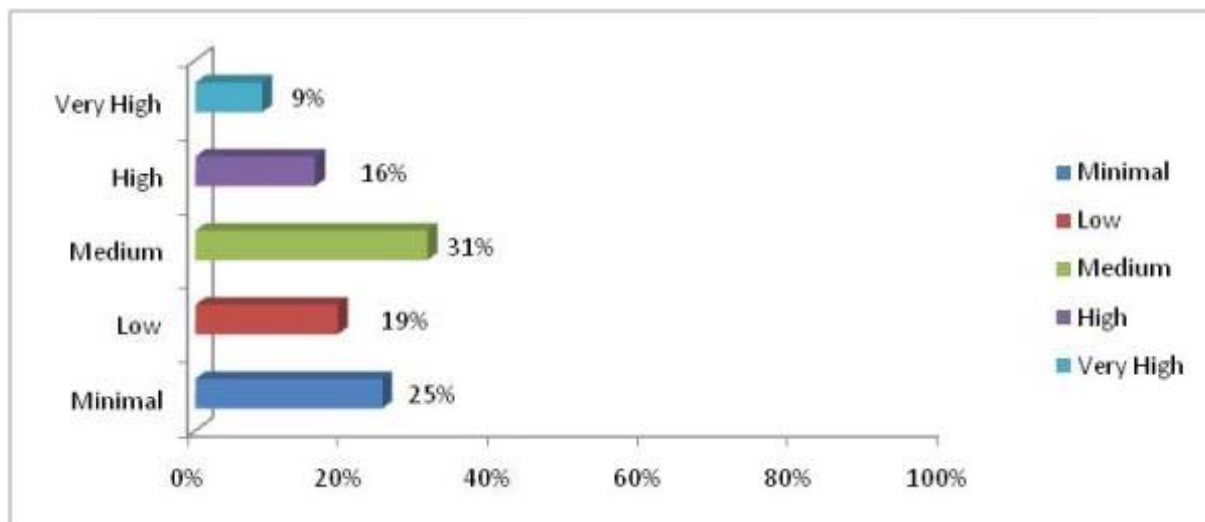
**Table 7: Change in Losses (Mean Scores) by Informant Groups**

| Informant Group  | Mean  | N   | Std. Deviation |
|------------------|-------|-----|----------------|
| Local government | 0.378 | 95  | 1.122          |
| Community        | 0.393 | 94  | 1.118          |
| Civil society    | 0.408 | 49  | 0.977          |
| Others           | 0.181 | 127 | 1.094          |
| Total            |       | 365 |                |

There is not much variation in the perceived changes in disaster losses amongst the different informant groups; however those involved in civil society appear to have a more positive view than others.

#### 4.3 Changes in Losses Linked to Perceived Threat

About 31% of the respondents regard themselves as being at the medium level of risk. 44% regard themselves as being at minimal or low risk and 25% consider themselves at high or very high risk.

**Figure 8: Perception of Threat****Table 8: Perception of Threat of Disasters (Mean Scores) by Age Group**

| Age Groups | Mean | N   | Std. Deviation |
|------------|------|-----|----------------|
| <11        | 1    | 2   | 0.00           |
| 12.-17     | 2.36 | 11  | 1.50           |
| 18-25      | 2.51 | 49  | 1.14           |
| 26-60      | 2.71 | 292 | 1.27           |
| 60+        | 2.64 | 11  | 1.43           |



**Table 9: Perception of Threat of Disaster (Mean Scores) by Informant Group**

| Informant Group  | Mean | N   | Std. Deviation |
|------------------|------|-----|----------------|
| Local Government | 2.44 | 95  | 1.27           |
| Community        | 2.55 | 94  | 1.28           |
| Civil Society    | 2.55 | 49  | 1.62           |
| Others           | 2.93 | 127 | 1.29           |

For the sample as a whole, threats are perceived more accurately with increasing age (Table 7). Men tend to perceive threats more acutely (Mean score =2.70) than women (mean score = 2.59). Surprisingly the perceived threat of disasters was found to be higher in urban areas than in rural areas (Mean score of 2.73 in urban and 2.56 in rural). There is not much variation in the perceived threat among different respondent groups (Table 8).

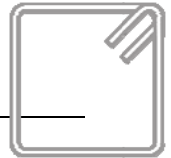
#### 4.4 Local Governance Issues

For the sample as a whole, mean scores for all indicators are quite low and close (they range in-between 1-2), however the local governments appear to be performing better on partnership, coordination, and information gathering whereas baseline, monitoring and financial resources are the least scorers (Fig 9). The overall average score or the total mean is 2.05 which indicate that the progress towards local governance is very low, the progress is to a very limited extent/ there are some activities but significant scope for improvement.

**Table 10: Mean Scores for Local Government Issues**

##### Descriptive Statistics

|     | N   | Minimum | Maximum | Mean | Std. Deviation |
|-----|-----|---------|---------|------|----------------|
| Q1  | 309 | 1       | 5       | 2.01 | 1.024          |
| Q2  | 311 | 1       | 5       | 2.23 | 1.132          |
| Q3  | 312 | 1       | 5       | 2.08 | 1.131          |
| Q4  | 305 | 1       | 5       | 2.41 | 1.272          |
| Q5  | 302 | 1       | 5       | 1.97 | 1.044          |
| Q6  | 302 | 1       | 5       | 2.09 | 1.107          |
| Q7  | 272 | 1       | 5       | 1.99 | 1.092          |
| Q8  | 262 | 1       | 5       | 1.84 | .992           |
| Q9  | 271 | 1       | 5       | 1.95 | 1.012          |
| Q10 | 288 | 1       | 5       | 2.01 | 1.022          |
| Q11 | 304 | 1       | 5       | 2.11 | 1.078          |
| Q12 | 239 | 1       | 5       | 1.55 | .905           |
| Q13 | 289 | 1       | 5       | 1.81 | 1.118          |
| Q14 | 305 | 1       | 5       | 1.95 | 1.117          |
| Q15 | 295 | 1       | 5       | 1.93 | 1.085          |
| Q16 | 288 | 1       | 5       | 1.87 | 1.064          |
| Q17 | 288 | 1       | 5       | 1.90 | 1.064          |
| Q18 | 301 | 1       | 5       | 2.17 | 1.170          |



|                     | N   | Minimum | Maximum | Mean | Std. Deviation |
|---------------------|-----|---------|---------|------|----------------|
| Q19                 | 278 | 1       | 5       | 2.44 | 1.181          |
| Q20                 | 315 | 1       | 5       | 2.60 | 1.207          |
| Valid N (list wise) | 138 |         |         |      |                |

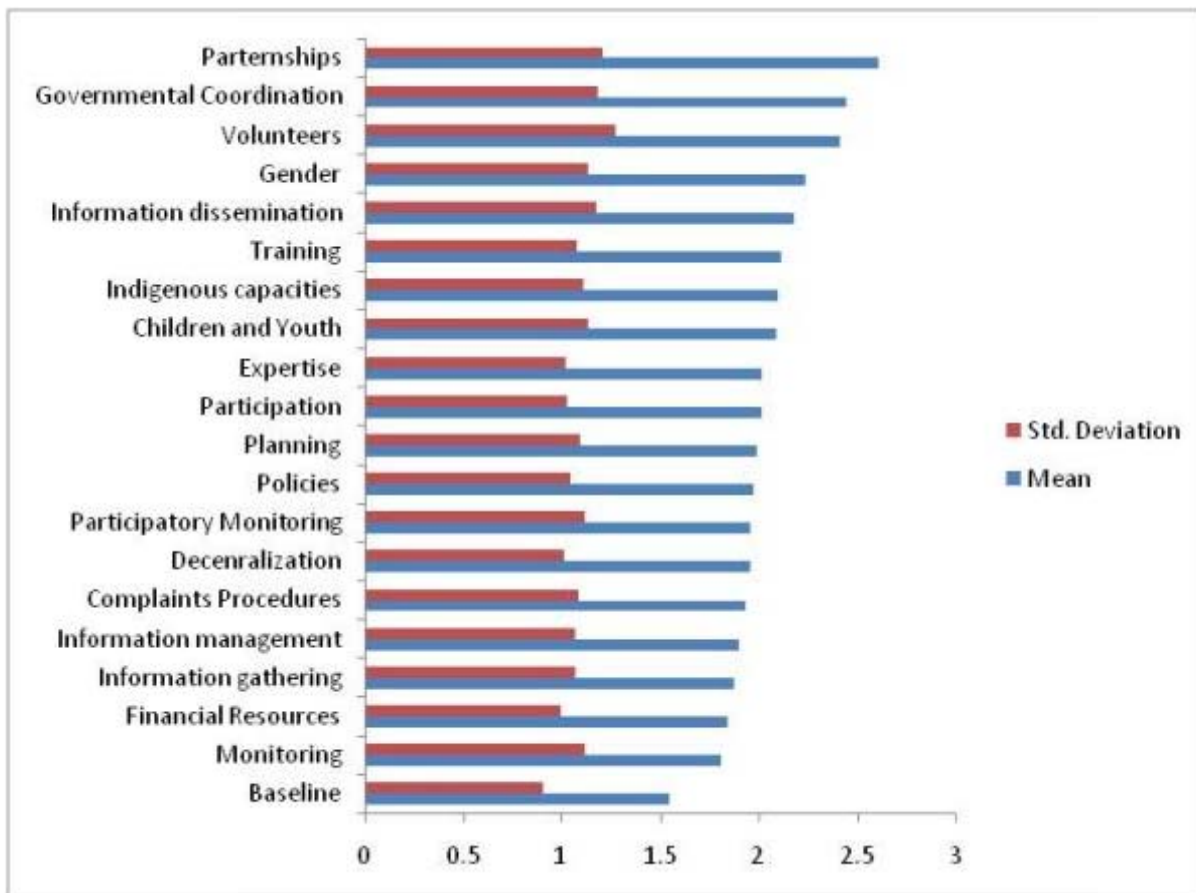


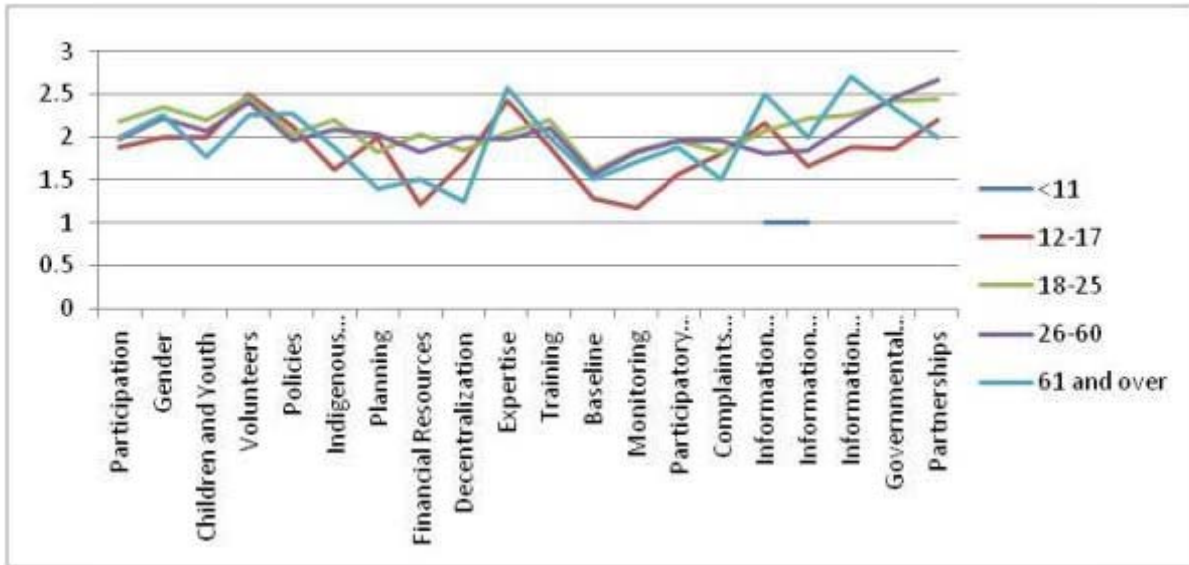
Figure 9: Local Governance Questions- Mean and Standard Deviation Scores

#### 4.5 Relationships between Local Government and Descriptors

Figure 10 indicates that overall views on local government issues somewhat improves with increasing age. The youth and the middle aged group have a slightly clear perspective ( Table 11) on the local governance issues.

Table 11: Local Governance Indicators Mean Scores by Age Group

| AGE         | Local governance scores (Average) |
|-------------|-----------------------------------|
| <11         | 1.00                              |
| 12-17       | 1.85                              |
| 18-25       | 2.10                              |
| 26-60       | 2.05                              |
| 61 and over | 1.97                              |

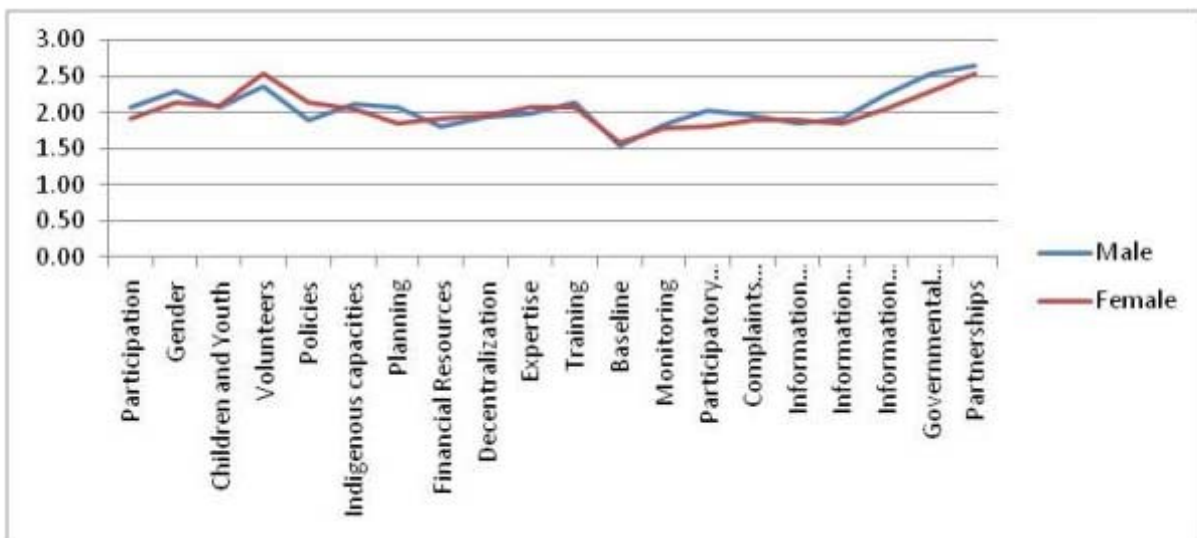


**Figure 10: Local Governance Indicators Mean Scores by Age Group**

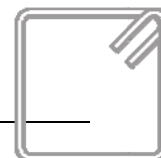
The sample is male biased (Table 12). Regarding the gender perspective on the local governance indicators, it was found that there is not much difference in the views of both men and women (average score male-2.06, female-2.02). Men were seemed to be slightly more positive on some of the indicators than women (Figure 11).

**Table 12: Local Governance Indicators Mean Scores by Gender**

| GENDER | Local governance scores (Average) |
|--------|-----------------------------------|
| Male   | 2.06                              |
| Female | 2.02                              |



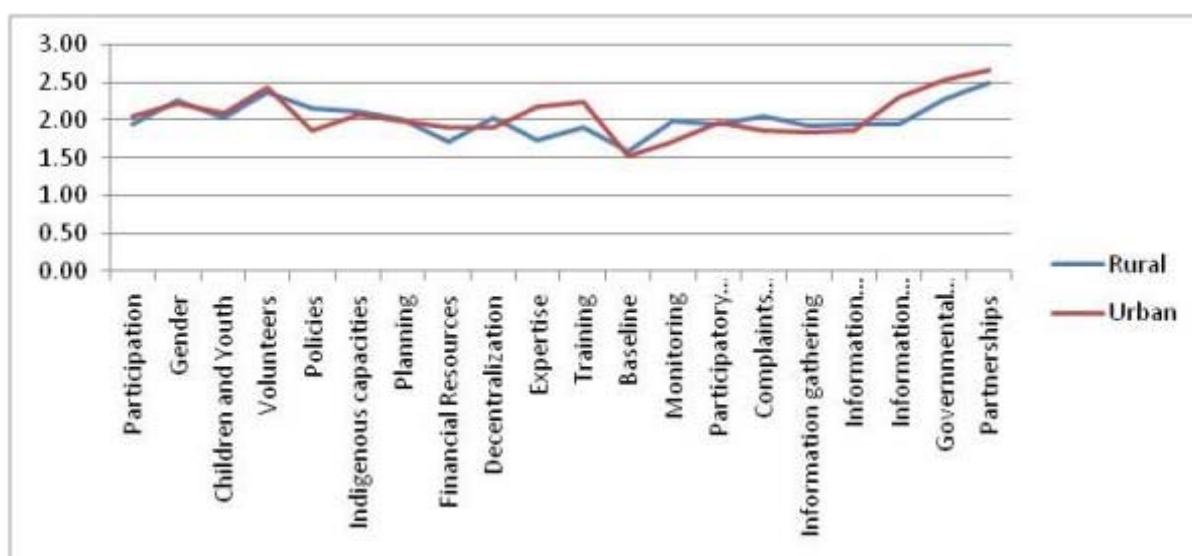
**Figure 11: Local Governance Indicators Mean Scores by Gender**



The overall sample is predominantly urban (60.5%). Urban residents have a more positive view (Urban average score 2.06, Rural score 2.02) on the performance of local governance across most of the indicators (Table 11).

**Table 13: Local Governance Indicators Mean Scores by Rural /Urban Context**

| Geography | Local governance scores (Average) |
|-----------|-----------------------------------|
| Rural     | 2.02                              |
| Urban     | 2.06                              |



**Figure 12: Local Governance Indicators Mean scores by Rural /Urban Context**

Those in the civil society indicate a more positive view on the performance of local government than others (Figure 13). The local government also tends to have a more positive view of their own performance. The community gave the lowest ranking to the local governance indicators (Table 12).

**Table 14: Local Governance Indicators Mean Scores by Different Respondent Group**

| Respondent Group | Local governance scores (Average) |
|------------------|-----------------------------------|
| Local Gov        | 2.06                              |
| Community        | 1.98                              |
| Civil Society    | 2.12                              |
| Others           | 2.05                              |

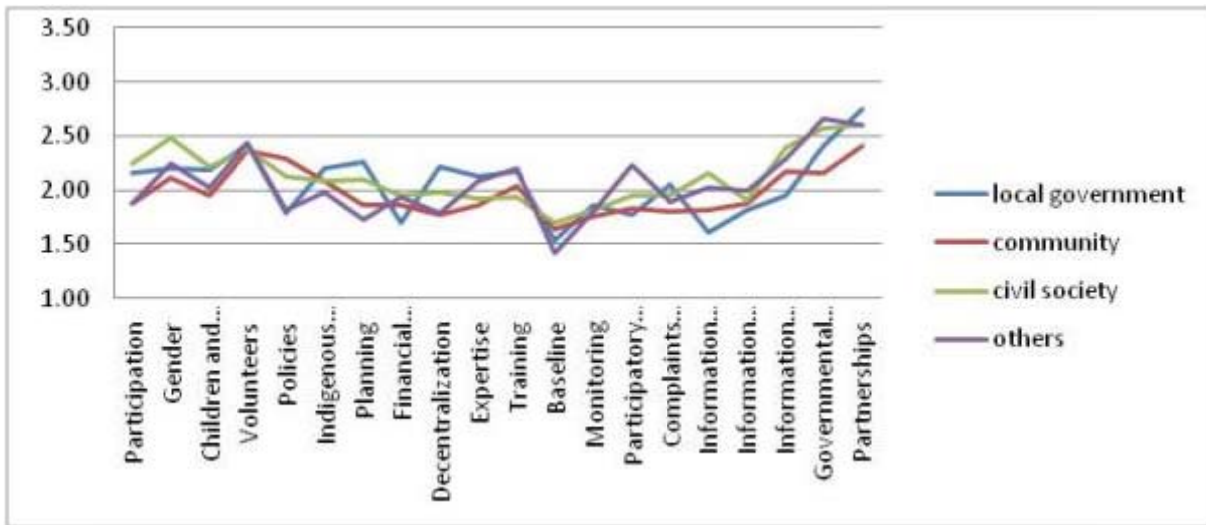


Figure 13: Local Governance Indicators Mean Scores by Different Respondent Group

## 5 CASE STUDIES

### Working on HFA without knowing HFA

#### *Communities towards Disaster Preparedness*

Nepal is very much prone to different types of natural disasters like Earthquake, Floods, Landslides, Fire, Epidemics and many more. And its capital city Kathmandu is considered to be one of the most seismically vulnerable cities of the world.

An ancient city of Bhaktapur in Kathmandu Valley is the UNESCO World Heritage. Tathali community which lies near Bhaktapur breathes a rural or semi urban old type of life style. The area is very much prone to various disasters namely earthquake, fire and floods. And in contrary, public awareness on disaster preparedness remains very low.

With the support from American Red Cross, NSET and NRCS provided technical support to the community on Participatory Vulnerability and Capacity Assessment (PVCA), Community people performed PVCA and did vulnerability mapping. Based on findings of PVCA, community people worked in group and synthesized their ideas to build up Emergency Preparedness Plan comprising of Evacuation plan, Communication plan, and Response plan.

Community people realized the need of first aid training at community level and that was made possible with the help of NSET, NRCS and ARC. Also first aid kit was managed. The most beautiful part of the process was that the community people pre-positioned Sets of LSAR equipments at School which is an appropriate place identified for post disaster activities. Also the conventional set of furniture used for school-children improved to ease safe evacuation and also behave safely while during earthquake.

The initiation is getting mature and strengthened then on. The community people have now been engaged more intensively on Disaster Risk Management.

Now they have started talking about disaster preparedness. Local government authorities also seem convinced to prioritize disaster considerations in their periodic plan. One surprise noticed was the sense of work on disaster preparedness. Community people did manage LSAR equipments and tools at the level what they could do but with local voluntary



contribution. They have managed first aid box for the community which they will be keeping update and enrich the items as well.

The main impact has been that the capacity to cope with disaster is now a bit more enhanced.

- Vulnerabilities and capacities have been identified
- Disaster Preparedness plan prepared
- Human resource on First Aid & LSAR trained
- LSAR Equipments prepositioned; and
- Small mitigation works done in school

Next steps the community is going to uphold are

- Regular update of preparedness plan
- Drill simulations in school and community
- Preparing Household level Preparedness Plan
- House to house campaign from local volunteer to raise awareness

In this way, the community initiative has been found to be a precious step toward reducing disaster risks and enhancing community preparedness.

This initiative seems to cover almost all of the HFA Priority of Action though not distinctly.

- They have been engaged on putting DRR as a priority of local governance!
- They have already started identifying local vulnerabilities
- Though at preliminary phase, they have started capacity building and knowledge management
- Sort of risk reduction activities have been initiated.
- And preparedness has been the subject of concern to the community.

And interestingly, they are not aware of HFA processes. This is hence a work on HFA without knowing HFA.

## 6 CONCLUSION, RECOMMENDATIONS AND WAY FORWARD

### 6.1 Overall Picture

The overall picture shows that the local governance indicators have low scores and are rated at similar levels; the average score or the total mean is 2.05 which indicate that the progress towards local governance is very low, the progress is to a very limited extent/ there are some activities but significant scope for improvement. The scores are fairly high for partnership and governmental coordination and markedly lower scores for monitoring, baseline information and financial resources.

Baseline Information, Monitoring and Financial resources achieved the lowest overall score of all the 20 governance indicators .The Accountability and Transparency indicators (baselines and monitoring) have lowest scores, suggesting that gathering, disseminating and managing disaster risk information are key constraints to effective risk reduction which is further aggravated by limited access to funding.

The governance indicators show that government performs better on coordination and partnerships but the capabilities are very limited requiring substantial input in terms of expertise, resources and authority for effective implementation of policies and plans at the local level. Overall there is a need to strengthen local risk governance.

**Table 15: Mean Scores for the Different Local Governance Indicators**

| Indicators                | Mean |
|---------------------------|------|
| Baseline                  | 1.55 |
| Monitoring                | 1.81 |
| Financial Resources       | 1.84 |
| Information gathering     | 1.87 |
| Information management    | 1.9  |
| Complaints Procedures     | 1.93 |
| Decentralization          | 1.95 |
| Participatory Monitoring  | 1.95 |
| Policies                  | 1.97 |
| Planning                  | 1.99 |
| Participation             | 2.01 |
| Expertise                 | 2.01 |
| Children and Youth        | 2.08 |
| Indigenous capacities     | 2.09 |
| Training                  | 2.11 |
| Information dissemination | 2.17 |
| Gender                    | 2.23 |
| Volunteers                | 2.41 |
| Governmental Coordination | 2.44 |
| Partnerships              | 2.6  |

## 6.2 Progress at the National Level:

A comparison of national and local level monitoring results shows some gap between national policy and local action. The National level HFA monitoring and review (2010-2011) done at the central government level states that the overall level of progress is 2.6 i.e. there has been some progress, but without systematic policy and/ or institutional commitment similarly for HFA Priority Action 1- Local Governance indicator the score is somewhere around 3 (2.8) which indicates that Institutional commitment has been attained, but achievements are neither comprehensive nor substantial.

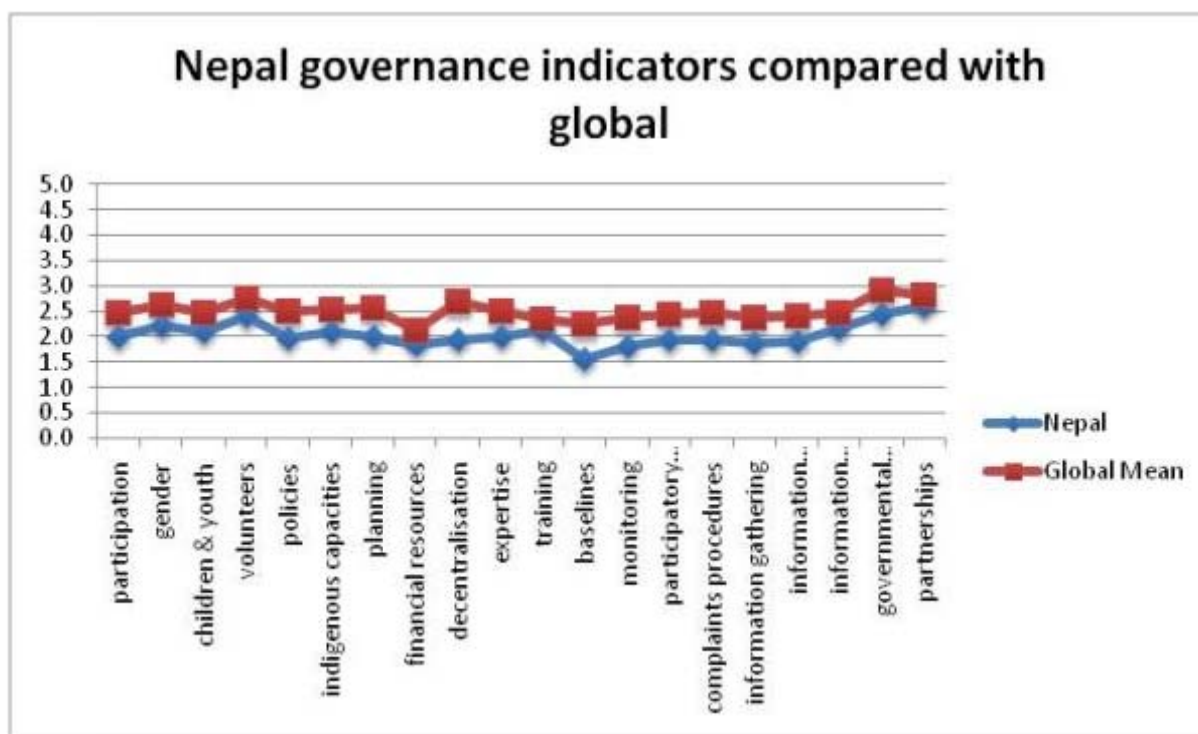
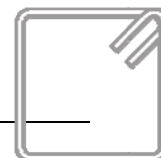
On contrary the overall average score or the total mean score of 2.05 for the local governance indicators from the VFL 2011 result indicate that the progress towards local governance is very low, the progress is to a very limited extent/ there are some activities but significant scope for improvement.

This clearly shows that even the small initiatives at the central level haven't fully trickled down to the grassroots level. The gap between the national policy and local action is distinctly visible.

## 6.3 Progress at the Global Level

The level of progress of Nepal towards the local governance indicator is fairly low as compared to the global progress on the local governance indicator Fig14.





**Figure 14: Nepal Governance Indicators Compared with Global**

Disaster risk reduction is gradually being recognized as a concern in Nepal that needs to be integrated into planning and policy making in all levels of the government. There have been some efforts but it has not yet been institutionalized at the centre, district and community levels.

More than five years after the development of HFA, Nepal has not yet fully considered DRR to be a national priority. In a developing country like Nepal disaster risk reduction is still considered conflicting with other development priorities such as provision of basic health, education, nutrition, etc. Further, the inertia of juxtaposing efforts in DRR to other development efforts, rather than blending the two, still prevails at decision-making levels. The entire system is so far structured with the old mind-set – structure and efforts in disaster risk management at the policy and planning level are still highly centralized. DRR at district level is so far limited to “response” without involvement of development agencies except perhaps in implementing some minor mitigation measures such as for landslide stabilization and erosion control, and there isn’t any predictable amount of budget allocated for DRR in the country.

The overall average score or the total mean score of 2.05 for the local governance indicators from the VFL 2011 shows that still there is a long way to go. The initiatives at the central level haven’t fully trickled down to the grassroots level. The gap between the national policy and local action is distinctly visible, on the other hand the score also portrays that there is general appreciation of the work that have been done in the country, and the capacities that have been generated. The need is now for a strategic and focused approach that takes better account of national and local needs in DRR, and create environment for meeting the challenges and opportunities at local levels.

Nevertheless, the level of disaster awareness has attained maturity for all stakeholders. They endorse so many positive initiatives of the central government, such as the building code development and the legislation for its mandatory implementation, or construction of earthquake-resistance school rooms, etc and are willing to put efforts for wider replication of



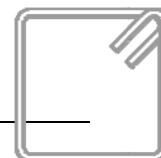


the methodologies and the success stories. This shows that level of confidence gained, and the faith in the work people are doing. There was scaling up of the project benefits, have learned lessons and want to incorporate those in their work. The general consensus shows us that DRR is a great opportunity for Nepal, it can be achieved, but it requires a more strategic and focused approach that takes better account of national and local context, challenges and opportunities.

The National Strategy for Disaster Risk Management (NSDRM), approved in 2009, is designed to dovetail with the new Disaster Management Act (which is at the final stage of endorsement) and appear to be widely accepted and supported at the national level. District governments have already established disaster management plans under this strategy and the next stage will be at local government level. An innovative form of international cooperation has been developed to prioritize and implement key elements of the NSDRM. That is the Nepal Risk Reduction Consortium (ADB, IFRC, UNDP, UNISDR, OCHA, World Bank) and its Flagship Programs developed in consultation with the Government and other stakeholders.

However, despite the national passion and desire for DRR, the challenges are huge: while Nepal has done rather well in achieving several MGD goals, the need is to understand and strengthen the linkages between MDGs and HFA Priority Areas for which the stipulations of the policies and legislations like National Strategy for Disaster Risk Management (NSDRM) and Local Self Governance Act (LSGA) should be exploited to the maximum.

While significant gaps in the DRR legal framework and its implementation remain, the principal medium term challenge for a broad approach to DRR remains effective and coordinated implementation of each of the relevant legal and policy frameworks to the local and community level, and in a way that empowers and builds capacity in communities. The immediate challenge is to implement these measures and to move to a new system of implementation with full community participation to empower communities and create a sustainable approach to DRR.



## ANNEXES

### ANNEX 1. LOCAL GOVERNANCE – SURVEY INDICATORS (QUESTIONNAIRE)

#### Views from the Frontline 2011: Local Governance – Survey Indicators



Global Network  
of Civil Society Organisations  
for Disaster Reduction

See accompanying guidance notes which form part of this survey packet.

#### Ranking:

For quantitative questions please use the following scores to respond.

- 1 **No**
- 2 **To a very limited extent**
- 3 **Some activity but significant scope for improvement**
- 4 **Yes, but with some limitations in capacities and resources**
- 5 **Yes, with satisfactory, sustainable and effective measures in place**
- X **Don't know**

#### PART 1:

KEY INFORMANT PROFILE Country: \_\_\_\_\_

|    |  |                                  |                   |               |                   |                        |
|----|--|----------------------------------|-------------------|---------------|-------------------|------------------------|
| 1  | Survey Date  |                                  |                   |               |                   |                        |
| 2  | Survey Reference Number  |                                  |                   |               |                   |                        |
| 3  | Participating Organisation   |                                  |                   |               |                   |                        |
| 4  | Informant Age  | <11                              | 12-17             | 18-25         | 26-60             | 61 plus                |
| 5  | Sex  | Male                             |                   |               | Female            |                        |
| 6  | Informant Group and occupation   | Local Government                 | Community         | Civil Society | Others            |                        |
| 7  | Location (Province)  |                                  |                   |               |                   |                        |
| 8  | Geography  | Urban                            |                   |               | Rural             |                        |
| 9  | Perception of the threat of disasters in your location                             | 1 Minimal                        | 2 Low             | 3 Medium      | 4 High            | 5 Very High            |
| 10 | Changes in disasters losses (lives, livelihoods & assets) in your area since 2005? | 1 Substantial increase in losses | 2 Slight increase | 3 No change   | 4 Slight decrease | 5 Substantial decrease |



## PART 2: LOCAL GOVERNANCE

In your opinion what level of progress has been made towards the following indicators:

| Ref No | Indicator Subject         | Indicator Question   | Ranking: 1-5 or X for don't know |
|--------|---------------------------|--|----------------------------------|
| 1.1    | Participation             | Does the local government involve all people, especially vulnerable and marginalised groups in disaster prevention decision-making and implementation?   |                                  |
| 1.2    | Gender                    | Does the local government ensure women and men participate equally in disaster prevention decision-making and implementation?  |                                  |
| 1.3    | Children and Youth        | Do local government disaster prevention practices take into account the specific needs of children and young people?   |                                  |
| 1.4    | Volunteers                | Does the local government support the participation of local volunteers in disaster prevention measures?   |                                  |
| 1.5    | Policies                  | Does the local government have regularly reviewed disaster prevention policies to protect vulnerable people from disasters (elderly, ethnic minorities, children & youth, disabled, migrants)? |                                  |
| 1.6    | Indigenous Capacities     | Does the local government disaster prevention practices take into account local (indigenous) knowledge, skills and resources?  |                                  |
| 1.7    | Planning                  | Does the local government have a plan of action to turn disaster prevention policies into practice?  |                                  |
| 1.8    | Financial Resources       | Does the local government have an adequate budget for disaster prevention?   |                                  |
| 1.9    | Decentralisation          | Do local government officials have clear roles and responsibilities to carry out disaster prevention?  |                                  |
| 1.10   | Expertise                 | Does the local government have sufficient expertise to carry out disaster prevention?  |                                  |
| 1.11   | Training                  | Does the local government provide disaster prevention training for government officials, the community and civil society leaders?  |                                  |
| 1.12   | Baselines                 | Has the local government established a reference point (baseline) from which to measure progress in implementing disaster prevention policies?   |                                  |
| 1.13   | Monitoring                | Does the local government regularly monitor and report on progress on disaster prevention?   |                                  |
| 1.14   | Participatory Monitoring  | Does the local government involve communities and civil society in the monitoring of disaster prevention?  |                                  |
| 1.15   | Complaints Procedures     | Does the local government provide a way for vulnerable people to make complaints and get a response for lack of progress in disaster prevention measures?                                      |                                  |
| 1.16   | Information Gathering     | Does local government regularly collect, review and map information on disasters risks and climate change?   |                                  |
| 1.17   | Information Management    | Does the local government connect traditional and scientific knowledge to inform local action planning?  |                                  |
| 1.18   | Information Dissemination | Does the local government provide vulnerable people with updated, easily understood information on disaster risks and disaster prevention measures?  |                                  |
| 1.19   | Governmental Coordination | Does the local government coordinate disaster prevention activities with other government officials and ministries?  |                                  |
| 1.20   | Partnership               | Does the local government form partnerships to implement disaster prevention measures with community, private sector, civil society, academia and others?                                      |                                  |

[Note: Disaster Prevention: Policy makers and practitioners often use the term "disaster risk reduction" which encompasses the various actions and approach taken to reduce disaster losses. For ease of translation the VFL 2011 questionnaire has used the simpler term "disaster prevention"]





## Guidance Notes: General

Guidance notes include specific points to consider when assessing progress towards the indicators in different situations. They provide general explanations on terms and concepts used, guidance on tackling practical difficulties and/or critical issues, and more specific advice on how to rank progress towards individual indicators according to the 1-5 Likert scale. It is intended the interviewer asks (and if necessary explains) the indicator questions whilst the interviewee provides the 1-5 scoring and supporting materials.

- 1. Perception of threat of disasters:** Perception of threat of disasters: Perceptions matter because people base their actions on their perceptions, impressions and views. How an individual perceives the threat / risks associated with disasters is related to its frequency, intensity and impact. Peoples' perceptions of risk and disasters trends are fundamental to determining their ability to build safety and resilience. How risk is managed reflects individual and cultural differences in experiences, knowledge, beliefs, attitudes and judgements. For part 1 Question 10 on disaster trends it may be helpful to identify a significant local event close to 2005 to enable people to relate to this timeline.

Note: Virtually all measures of risk (and governance) rely on perceptions data or judgement in some measure so that the distinction between "subjective" and "objective" is somewhat of a false dichotomy.

- 2. Indicators:** These are "signals" that show the main characteristics and/or properties of good local governance which is deemed an essential platform for disaster risk reduction. They provide a way of measuring and communicating progress towards achieving an ideal of good governance. The indicators are general ones for all contexts as experience tells us there are a similar set of functions and properties of local governance for it to be effective. Of course, in reality these functions and properties may be performed differently by different actors, with different values and emphasis.

People administering VFL 2011 may need to modify individual indicators to suit the unique conditions of different locations and communities. These changes should be communicated in advance to the relevant national and regional coordinators as appropriate. Based on a "learning by doing" approach, experience suggests most indicators are developed over one or two iterations – one of the main benefits of a participatory process is the dialogue and mutual understanding it creates around the specific indicator between the different informant groups.

- 3. Local Government (LGs):** Formal state institutions are mandated to deliver a variety of public goods and services at the local level. The mandates, functions, resources and tiers of LGs vary considerably, both across countries and within country; there is considerable differences between small rural LGs and large municipalities, both in terms of the issues they face and their mandate & resources to deal with them. Although national governments may be responsible for the formulation of policies and legislation it usually dependent on local government action for effective implementation – local governance is where national policies are converted into practice.

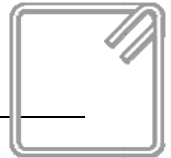
For the purpose of identifying LG "key informants" within the VFL 2011 review it is necessary to identify the lowest level of state institution that is capable of effectively undertaking a government function. Some examples as follows:-

- a. Lowest tier of local representatives of central governments departments and ministries i.e. Health post officials, School teachers, Agriculture extension workers, water engineers, etc....
- b. Local administrative authorities i.e. elected city municipal bodies, urban planners, district officials, village development committees, etc.....

Some questions on aspects of local government policy, budget and practices may not be appropriate for informants from local communities in which case they should answer "don't know".

- 4. Vulnerable People:** People who are especially susceptible to the effects of extreme hazards due to physical, social, economic and political factors. They and others may be marginalised by their society due to their ethnicity, age, sex, class/caste, political affiliations or religion. To be effective governance must take into account and respond to the differential needs and priorities of all citizens and stakeholders. This will involve special efforts to engage and understand the particular needs of those most vulnerable to hazards (e.g. women, children, elderly, disabled, ethnic minorities and migrants) whom are often less easily accessible and who have least influence on LG decision-making.
- 5. Participation:** At the heart of good governance is a commitment to inclusive decision-making processes between different stakeholders in the process. Participation together with decentralisation can create a more inclusive atmosphere, leading to a greater sense of ownerships leading to more appropriate, cost-effective and sustainable interventions.





6. **Gender:** Gender is not just about women but about the differential needs and capacities of men and women, and their equitable participation in leadership and decision-making processes. Sound gender analysis recognises the interplay between sex, age and other forms of social power relations such as class and ethnicity.
7. **Financial Resources:** Resource limitations are frequently given as reasons for failure to implement disaster risk reduction interventions. However, beyond the more “stand alone” elements of disaster risk reduction (such as strengthening disaster preparedness for effective response) DRR is not a new distinct expenditure assignment for local government, although additional financing is required to “champion the cause” ensuring risk considerations are taken into account in local public expenditure management and incorporated into social, economic, urban, environmental and infrastructure sector planning and practice.
8. **Decentralisation:** Decentralisation is an important vehicle for sharing responsibilities and resources between municipal and local levels based on the principles of subsidiarity and co-responsibility. This can foster a sense of ownership, lead to greater participation and greater accountability, all important for longer term sustainability. Effective decentralisation requires that responsibility and authority must be clearly defined within organisations and supported by sufficient resources and effective coordination to ensure it does not become isolated from national government decision-making.
9. **Baselines:** Establishing baselines, benchmarks and time-bound targets across line-ministries and development sectors can guide actions and drive progress. When these are linked to clear roles and responsibilities in local institutions this can enhance political ownership and accountability on the part of government and non-governmental institutions.
10. **Monitoring:** Participatory local-level monitoring, including auditing against set targets, lies at the heart of effective implementation and enhances accountability, transparency and the quality of people’s ownership and understanding of risk information. In turn this can increase public demand for safety and resilience. As well as providing an independent assessment of progress at the local level, a participatory process involving local governments, civil society and community representatives can open political space for policy dialogue leading to greater trust and mutual understanding between different local actors.
11. **Complaints Procedures:** Good governance depends on public accountability involving some element of enforceability – a process by which people have the means to complain and seek a corresponding response when local government has not met its policy obligations and duties.
12. **Information Management:** The changing disaster risk landscape requires a continuous and regularly updated process of gathering, analysis and dissemination of information. Appropriate information needs includes knowledge of the patterns and causes of risk in urban and rural settings, including climate risk information in the form of climate models and forecasts. Local expertise and knowledge must be connected to external scientific information. Local governments and civil society organisations should also provide easily understood information on government DRR plans and action, budgets, expenditure, progress reports and key decisions on a regular basis.
13. **Coordination:** Cross-departmental coordination within a local authority is often as challenging as coordination between the local offices of the different line ministries and sectors.
14. **Partnerships:** The most successful programmes to reduce disaster risk have developed partnerships between local government, local NGOs, grassroots organisations and the private sector. Partnerships may take the form of small neighbourhood associations through to more formal government-civil society- private sector partnerships. Successful partnership cannot be achieved overnight and governments should adopt a strategic approach to partnership-building. The goal should be a strong civil society and strong state, working in partnership with a socially responsible private sector.

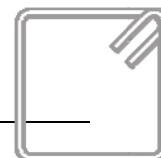


## Guidance Notes: Indicator Ranking

### Examples of achievements to help determine the level of progress (scoring) towards core indicators.

The following examples are an indication of the state of achievement which helps define the level of progress towards each "core indicators" as scored under the 1 -5 Likert Scale. It is not intended to take a "prescriptive" approach to completion of the quantitative component of the VFL review. In practice "value judgements" and a degree of flexibility will need to be made by the survey administrators with respect to the exact question and the score allocated which best reflects the extent and nature of progress against each indicators.

| Ranking: 1. No  | Ranking: 5. Yes, with satisfactory and effective measures in place   |
|---|--|
| <p><b>1.1 Participation</b></p> <ul style="list-style-type: none"> <li>• No evidence of prioritisation of vulnerable groups, high-risk areas and/or sectors when planning for disaster risk reduction</li> <li>• No understanding of differential vulnerability</li> <li>• No signs of planning or forward action to improve the situation</li> <li>• No civil society representation on national / sub-national DRR platforms</li> </ul>     | <ul style="list-style-type: none"> <li>• Plans and procedures identify and target priority areas, sectors and populations taking into account appropriate hazard information and differential vulnerabilities and capacities of child, adult and elderly.</li> <li>• Representation of local stakeholders in multi-sectoral national and sub-national platforms for DRR to coordinate policy and practice.</li> <li>• The ways and means for vulnerable people and community-level organisations to engage in decision-making and planning processes are well defined</li> <li>• LGs provide support and adequate resources to build the capacities of grassroots organisations, volunteer groups and civil society actors to participate in DRR decision-making, policy setting, planning and implementation</li> </ul> |
| <p><b>1.2 Gender</b></p> <ul style="list-style-type: none"> <li>• Treat men and women as passive victims</li> <li>• No attempt to understand differing needs and priorities of women and men</li> <li>• No attempt to mainstream gender into local level policies, plans and procedures</li> <li>• No gender equity in land and tenure rights</li> <li>• No grassroots women's representation in national / sub-national platforms</li> </ul> | <ul style="list-style-type: none"> <li>• A gender perspective is integrated into all DRR policies, plans and decision-making processes.</li> <li>• LG trains and fully engages men and women in gender-sensitive community-based vulnerability and capacity assessments, including identifying gender-specific needs</li> <li>• Equal access to appropriate training initiatives</li> <li>• Creates meaningful opportunities for women's participation and leadership</li> <li>• Collect and solicit gender-specific information</li> <li>• Provide child care, transportation and other support to enable women's active participation in decision-making and planning processes</li> </ul>   |
| <p><b>1.3 Children and Youth</b></p> <ul style="list-style-type: none"> <li>• No attempt to understand the differing needs and priorities of children and young people.</li> </ul>  | <ul style="list-style-type: none"> <li>• Children actively engaged as effective agents of change at community level</li> <li>• Collect and disaggregate data according to age criteria</li> </ul>  |
| <p><b>1.4 Volunteers</b></p> <ul style="list-style-type: none"> <li>• No attempt to engage volunteers or encourage a spirit of volunteerism</li> </ul>  | <ul style="list-style-type: none"> <li>• Recognition of role and contribution of voluntary action to capacity building in DRR</li> <li>• Specific mechanisms to engage the active participation of volunteers and build on the spirit of volunteerism</li> </ul>   |

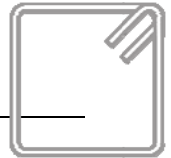


|   |  |
|---|--|
| <p><b>1.5 Policies</b></p> <ul style="list-style-type: none"> <li>• No DRR policies in place at the local level</li> </ul>  | <ul style="list-style-type: none"> <li>• DRR policies, legislation and institutional frameworks are in place at the appropriate sub-national / local level (municipality, district, village)</li> <li>• DRR policies are locally-owned and regularly updated</li> </ul>  |
| <p><b>1.6 Indigenous Capacities</b></p> <ul style="list-style-type: none"> <li>• At risk people seem as passive recipient of assistance with no consideration of indigenous capacities and coping mechanisms</li> </ul>   | <ul style="list-style-type: none"> <li>• LG values and gathers information on traditional practices, local customs and indigenous knowledge when developing risk profiles and action plans</li> <li>• LG value and assess at-risk people's own capacities and coping strategies (e.g. indigenous knowledge, natural resources, social networks) as integral elements of an effective intervention</li> </ul>   |
| <p><b>1.7 Planning</b></p> <ul style="list-style-type: none"> <li>• No evidence of local level action plans or planning</li> </ul>  | <ul style="list-style-type: none"> <li>• Local action plans in place within relevant line-ministries and local administrative offices</li> <li>• Planning undertaken with active participation of at-risk people</li> </ul>  |
| <p><b>1.8 Financial Resources</b></p> <ul style="list-style-type: none"> <li>• No dedicated resources within institutional and / or programme budgets for integrating risk considerations into relevant sectors</li> </ul>  | <ul style="list-style-type: none"> <li>• Resources allocated in local administrative budgets to support implementing DRR measures in all relevant sectors of government ministries and departments</li> <li>• Clear criteria for measuring use and effectiveness of such resources</li> <li>• Clear understanding of cost / benefits of DRR measures</li> <li>• Incentives and mechanisms to channel funding directly to local initiatives, at-risk communities and local authorities</li> <li>• Funding targets for local-level implementation</li> </ul> |
| <p><b>1.9 Decentralisation</b></p> <ul style="list-style-type: none"> <li>• Strongly centralised government authority and responsibilities</li> <li>• No evidence of LGs being empowered to manage and reduce disaster risk</li> </ul>                            | <ul style="list-style-type: none"> <li>• Decentralised roles, responsibilities and authority levels for organisations and officials are clearly defined and allocated within relevant line-ministries and local administrative offices</li> <li>• Robust and sustained links and exchanges between local and national levels, between legislators and implementing authorities</li> </ul>  |
| <p><b>1.10 Expertise</b></p> <ul style="list-style-type: none"> <li>• Lack of technical skills for disaster risk management at the local level</li> </ul>   | <ul style="list-style-type: none"> <li>• Sufficient local expertise, technical, management and planning skills within local government for the planning and implementation of DRR into sectoral programme at all level levels including major infrastructure projects.</li> <li>• LG officials have appropriate behaviour and attitudes to plan and implement DRR actions with dignity and respect for people at-risk</li> </ul>   |
| <p><b>1.11 Training</b></p> <ul style="list-style-type: none"> <li>• Developing human resource competencies not considered a strategic action</li> <li>• No formal / informal learning, educational and/or skills training evident at the local level.</li> </ul> | <ul style="list-style-type: none"> <li>• LG committed to building skills and competencies of local officials and community leaders in community-based DRM</li> <li>• Provision of educational, learning and training support to develop leadership and professional competencies to formulate, manage and review DRR policies, strategies, programmes and projects, including technical skills and expertise associated with required duties in specific sectors and approaches</li> </ul>   |





|   |   |
|---|---|
| <p><b>1.12 Baselines</b></p> <ul style="list-style-type: none"> <li>• No evidence of baseline and target setting to guide and drive disaster risk reduction efforts</li> </ul>  | <ul style="list-style-type: none"> <li>• Baselines established and time-bound benchmarks and performance targets set across relevant ministries and sectors to guide actions and drive progress</li> <li>• Targets linked with clear designation of institutional and individual responsibilities to ensure strong political ownership and commitment to the DRR agenda</li> </ul>  |
| <p><b>1.13 Monitoring</b></p> <ul style="list-style-type: none"> <li>• No evidence of actions to monitor progress at the local level</li> <li>• No learning reviews undertaken</li> </ul>   | <ul style="list-style-type: none"> <li>• Systematic, simple and timely monitoring systems to measure DRR commitments and progress are in place, with transparent procedures and findings made public on a regular basis</li> <li>• Interventions are continually adapted in response to monitoring and learning information</li> <li>• Periodic reflection and learning exercises throughout the implementation phase</li> <li>• Monitoring processes are participatory utilising qualitative as well as quantitative approaches</li> </ul> |
| <p><b>1.14 Participatory Monitoring</b></p> <ul style="list-style-type: none"> <li>• Affected people are not involved in monitoring and learning review initiatives</li> <li>• No feedback of progress information to affected people.</li> </ul>   | <ul style="list-style-type: none"> <li>• Local government officials, grassroots organisations, affected people and their representatives are fully involved in the monitoring process</li> <li>• Progress information is publically available, accessible, comprehensible and discussed with informant groups</li> <li>• Community monitors are representative of all high risk groups, particular marginalised or otherwise “invisible” groups (disabled)</li> </ul>   |
| <p><b>1.15 Complaints Procedures</b></p> <ul style="list-style-type: none"> <li>• No official recognition of people's rights to complain and seek redress for inappropriate performances</li> <li>• No procedures for submitting complaints</li> <li>• People feel unsafe to complain and seek redress</li> </ul> | <ul style="list-style-type: none"> <li>• LG has established and implements complaints-handling procedures that are accessible and safe for affected peoples to complain and seek redress where state authorities do not meet obligations on agreed DRR objectives, targets and standards.</li> <li>• Affected communities aware of and understand complaints-handling procedures</li> </ul>   |
| <p><b>1.16 Information Gathering</b></p> <ul style="list-style-type: none"> <li>• Disaster risk information is not relevant to the needs and priorities of local officials and affected communities</li> <li>• Local information on risk patterns and trends is not gathered or valued.</li> </ul>                | <ul style="list-style-type: none"> <li>• LG regularly carries out participatory assessments, gathers data and analyses information on climate variables, hazards, local (state and non-state) capacities and vulnerabilities as the foundation for developing strategies and programme interventions to reduce risk.</li> <li>• Local risk knowledge is used to inform local programming and action planning of relevant sectors and line-ministries</li> </ul>   |
| <p><b>1.17 Information Management</b></p> <ul style="list-style-type: none"> <li>• No evidence of linkages and/ or sharing of practical learning, ideas and knowledge</li> </ul>  | <ul style="list-style-type: none"> <li>• Gathering of information takes into account the culture, livelihoods and population structure of vulnerable groups</li> <li>• LG systematically links local indigenous knowledge with scientific knowledge (e.g. climate change scenarios and forecasts)</li> <li>• Learning exchanges to share ideas and knowledge between local leaders, change agents and decision-makers</li> </ul>  |

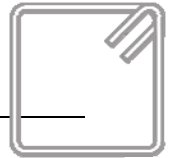


|   |   |
|---|---|
| <p><b>1.18 Information Dissemination</b></p> <ul style="list-style-type: none"> <li>• Relevant information is not reaching key stakeholders and affected people who need it</li> <li>• Local people and officials unaware of state responsibilities, DRR strategies, plans and actions</li> </ul>                                 | <ul style="list-style-type: none"> <li>• Affected people say they are kept regularly informed of the responsibilities, objectives, programmes, budgets and coordination role of local government</li> <li>• Easily understood information about programme objectives, activities, budgets and progress is provided to local officials and affected communities on a regular basis</li> <li>• Information is presented in appropriate languages, formats and media that are accessible and comprehensible to local people and specified stakeholders</li> </ul>  |
| <p><b>1.19 Inter-governmental Coordination</b></p> <ul style="list-style-type: none"> <li>• No evidence of effective coordination mechanisms.</li> <li>• Relevant sectors do not participate in coordination mechanisms</li> <li>• Uncoordinated DRR actions leading to duplication, inefficiency and gaps in coverage</li> </ul> | <ul style="list-style-type: none"> <li>• Key services, sectors and/or activities have been identified where coordination is required.</li> <li>• An effective horizontal and vertical coordination mechanism (meetings and information-sharing mechanisms) is in place at the local level to support coordination across sectors and ministries.</li> <li>• Sufficient resources have been provided for coordination activities</li> <li>• Coordination body meets regularly and agreed actions reported on in a timely manner.</li> <li>• DRR interventions are planned and implemented in coordination with relevant authorities, sectors and actors (state / non-state)</li> </ul> |
| <p><b>1.20 Partnership</b></p> <ul style="list-style-type: none"> <li>• No evidence of local government – civil society partnerships</li> <li>• No evidence of actions to develop linkages and coalitions across sectors and disciplines</li> </ul>   | <ul style="list-style-type: none"> <li>• LG support and resource efforts to strengthen strategic partnerships and alliance building between the public sector, civil society and private sector</li> <li>• Establish and support multi-disciplinary and inter-sectoral partnerships and networks</li> <li>• Ensure all aspects of partnership (roles, responsibilities, opportunities, resources) are based on local community needs and priorities</li> </ul>  |



## ANNEX 2. LIST OF PARTNERING ORGANIZATIONS

1. LUMANTI Support Group for Shelter
2. Child Development and Youth Network (CDYN)
3. Integrated Community Development Organization (ICDO)
4. Disaster Preparedness Network (DPNet)
5. Kirtipur Volunteers Society
6. EcoNepal
7. Nepal Red Cross Society
8. Disaster Management Committee (DMC -18)Ward 18, Kathmandu
9. Disaster Management Committee (DMC -12)Ward 12, Lalitpur
10. Himawanti-Nepal
11. Disaster Management Committee (DMC)Butwal
12. Nepal Mahila Ekta Samaj
13. Cooperative Womens Forum (CWF)
14. BudhaJyoti Bal Udhyan Lower Secondary School



### ANNEX 3. LIST OF PARTICIPANTS OF THE NATIONAL ADVISORY COMMITTEE MEETING

#### Interaction Meeting on 'Views from the Frontline' Project (VFL 2011)

Organised by:

National Society for Earthquake Technology-Nepal (NSET)

Supported by:

Global Network of Civil Society Organization for Disaster Reduction (GNDR)

Date : 25 November 2010

Time: 10:30am-13:00pm

Venue: Shree Meeting Hall, NSET, Bhainsasepati

| S.No. | Name of Participant  | Designation         | Name of Institution     | Off. Tel.No. | Off. Fax No. | E-mail of Participants     | Signature |
|-------|----------------------|---------------------|-------------------------|--------------|--------------|----------------------------|-----------|
| 1.    | Eva Nayana Sharma    | Sec. off.           | MSD                     | 9841410042   | 5522045      | Sharda.ete@gmail.com       |           |
| 2.    | Pradeep Poudel       | PO                  | NAVIN                   | 984138229    | 4229841      | Pradeep@navin.org          |           |
| 3.    | Jugal Prasad Ghoshal | Executive Director  | Nepal Red Cross Society | 9851056369   | 4271935      | www.nrcs.org               |           |
| 4.    | Sangeeta Thapa       | Secretary           | ICRSON                  | 985109824    | 520997       | Secretary@icrson.com       |           |
| 5.    | Sabitia Raj Singh    | Engineer            | L.S.M.C.                | 989187781    | -            | sabitia@lsmc.com           |           |
| 6.    | Slyam Jwalay         | Project Manager     | ACG/ICRSON              | 4436472      | 4119719      | Slyam.Jwalay@icrson.org    |           |
| 7.    | Prawin Prakashel     | Information officer | DDC, NEM                | -            | 414529       | Prawin.Prakashel@gmail.com |           |
| 8.    | Twinkle Panday       | Project Asst        | UNDP                    | 985110022    | -            | twinkle.panday@undp.org    |           |
| 9.    | Cheshu Basu Parajuli | Training officer    | DPNest - Nepal          | 98412448     | -            | cheshu.parajuli@gnr.com    |           |
| 10.   | ANBD Dixit           | ED                  | NSET                    | -            | -            | -                          |           |
| 11.   | Nisha Shrestha       | DRCO                | NSET                    | -            | -            | -                          |           |



### Interaction Meeting on 'Views from the Frontline' Project (VFL 2011)

Organised by:

National Society for Earthquake Technology-Nepal (NSET)

Supported by:

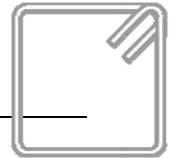
Global Network of Civil Society Organization for Disaster Reduction (GNDR)

Date : 25 November 2010

Time: 10:30am-13:00pm

Venue: Shree Meeting Hall, NSET, Bhainsasepati

| S.No. | Name of Participant | Designation | Name of Institution | Off. Tel.No. | Off. Fax No. | E- mail of Participants | Signature |
|-------|---------------------|-------------|---------------------|--------------|--------------|-------------------------|-----------|
|       | Bijay K. Upadhyay.  |             | NSET                |              |              | bijay@nset.org.np       | BK        |
|       |                     |             |                     |              |              |                         |           |
|       |                     |             |                     |              |              |                         |           |
|       |                     |             |                     |              |              |                         |           |
|       |                     |             |                     |              |              |                         |           |
|       |                     |             |                     |              |              |                         |           |



## ANNEX 4. LIST OF PARTICIPANTS OF THE TRAINING WORKSHOP ON VFL

## Training Workshop on 'Views from the Frontline' Project (VFL 2011)

Organized by:

National Society for Earthquake Technology-Nepal (NSET)

Supported by:

Global Network of Civil Society Organization for Disaster Reduction (GNDR)

Date : 5 January 2011

Venue: Shree Meeting Hall, NSET, Bhainsepati

| S.No. | Name of Participant | Designation      | Name of Institution                       | Off. Tel.No. | Off. Fax No. | E-mail of Participants      | Signature |
|-------|---------------------|------------------|---|--------------|--------------|-----------------------------|-----------|
| 1     | Mila Tamrakar       |                  | LSMC-12                                   | 5534609      |              |                             |           |
| 2     | Sangita Tamrakar    |                  | "   | 554333205    |              |                             |           |
| 3     | Nani Hira Maharjan  | Participation    | BMC-18 ward                               | 9841458167   |              | nani.hiramaharjan@gmail.com |           |
| 4     | Anant Mani Shakya   | "                | "   | 984227228    |              |                             |           |
| 5     | Divash Bhujel       | "                | C-D.P.N<br>Municipal Corporation          | 980332455    |              | Divashb-13@yahoo.com        |           |
| 6     | Divat Subba         | "                | "   | "            |              | nimsanubba-4@yahoo.com      |           |
| 7     | Rajesh Pradhan      | secretary        | Katipur Valad<br>Civil Society            | 4332656      |              | rajesh.p@ecel.com.np        |           |
| 8     | Zambak K.C.         | PC               | ICDO                                      | 6215805      | -            | mnsantok@gmail.com          |           |
| 9     | Bheesh Parajuli     | Training officer | DPNET-Nepal                               | 984126418    | 014672465    | bheesh.parajuli@gmail.com   |           |
| 10    | Nimi Pradhan        | ISS officer      | NRCS                                      | 984303946    | 01427394     | nimpad@nrcs.net.np          |           |
| 11    | Anita Sharma        | Participation    | ECO-Nepal                                 | 981153410    | -            | anaraste-10n@yahoo.com      |           |
| 12    | Subodh Khadka       | Chairman         | KMC-Bipad Jorhin<br>Bhatnagar, S. 18 Ward | 4-959465     |              | subodh.subodh09@yahoo.com   |           |
| 13    | Nisha Shrestha      | PRCO             | NSET                                      | 5591000      |              | nshrestha@nset.org.np       |           |





## Training Workshop on 'Views from the Frontline' Project (VFL 2011)

Organised by:

National Society for Earthquake Technology-Nepal (NSET)

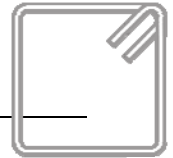
Supported by:

Global Network of Civil Society Organization for Disaster Reduction (GNDR)

Date : 4 January 2011

Venue: Shree Meeting Hall, NSET, Bhainsepati

| S.No. | Name of Participant | Designation      | Name of Institution            | Off. Tel.No. | Off. Fax No. | E-mail of Participants        | Signature |
|-------|---------------------|------------------|--------------------------------|--------------|--------------|-------------------------------|-----------|
| 1     | Mila Tamvakar       | Member           | DMC - 12                       | 5534609      |              |                               | (M)       |
| 2     | Sangita Tamvakar    | "                | "                              | 984153385    |              |                               | (S)       |
| 3.    | Anita Sharma        | member           | Eco-nepal                      | 4435844      |              | namaste_sonu@yahoo.com        | (A)       |
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## Training Workshop on 'Views from the Frontline' Project (VFL 2011)

Organised by:

National Society for Earthquake Technology-Nepal (NSET)

Supported by:

Global Network of Civil Society Organization for Disaster Reduction (GNDR)

Date : 4 January 2011

Venue: Shree Meeting Hall, NSET, Bhainsepati

| S.No. | Name of Participant  | Designation                       | Name of Institution                      | Off. Tel.No. | Off. Fax No. | E- mail of Participants     | Signature |
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## ANNEX 5. SNAPSHOT

