Making Humanitarian Response More Flexible: Exploring New Models and Approaches

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Supporting Adaptive Approaches to DRR and Humanitarian Action

In almost all sectors in which organisational management is studied - from ecosystem management to construction, local municipalities to hedge funds, technology firms to hospitals - the last 20 years have seen a growing interest in creating flexible organisations that can respond more effectively to complex and dynamic environments (where ‘environment’ can be a physical ecosystem, a policy space, the global market, a city). The motivations for this shift are as diverse as the sectors embracing it, but are driven by one or more of the following three beliefs:

1) Organisations that are able to learn, and which make learning a priority, are more successful or competitive in their environment.

2) Twentieth century models of organisational management - which prioritise top-down control, centralised decision-making and linear planning - are both ineffective and inaccurate for describing how management actually happens.

3) Globalisation and the internet age have changed and are changing the way in which individuals interact with institutions, meaning that many modern organisations’ goals (e.g. profit, policy objectives, etc.) are not achievable without greater responsiveness to the needs, interests and incentives of their key stakeholders - all of which may be contradictory and change over time.

These insights have led to an interest in adaptive capabilities, which enable an organisation to be flexible and agile without succumbing to chaos (Vicenzi, 2000). Adaptive capabilities can be defined as:

The ability of an organisation to adjust and respond effectively to dynamics and uncertainty (Obrecht 2018; adapted from Friedman et al., 2016; Aagaard, 2012).

Adaptation is a familiar concept in the disaster risk reduction community, but it has been applied primarily as a characteristic of communities, contributing to their resilience to climate change and disaster risk. Organisations have sought to build the adaptive capacity of communities, but less attention has been paid to the adaptive capacities of the organisations that deliver this support.

Adaptability and flexibility are critical if modern aid organisations are to deliver effective and relevant support to communities as they face continual change. Longer term development and resilience support must shift their priorities when crises arise, and similarly, within a crisis, responders need to adjust their activities based on inputs from crisis affected people and changes in a highly dynamic situation.

Adaptiveness and flexibility involve a whole-of-organisation approach which can be difficult to describe in concrete ‘best practices’, and which defy checklists and
toolkits. The articles in this special edition highlight different aspects of what an adaptive approach to DRR and humanitarian response can look like. From different perspectives, they describe the experiences of a range of practitioners and specialists as they have attempted to work in a more adaptive way.

When applied to humanitarian action, adaptive capabilities involve three main components:

Knowing when to change: being able to identify the right time and motivation for changing what, where and how humanitarian action is delivered

Deciding on the change: Identifying the correct 'pivot' or change to make.

Implementing the change: Bringing about the change through mobilisation of resources and adjustments to plans.

The articles in this special edition can be organised under these three themes.

Knowing when to Change
Abhishek Pandey’s article summarises four key response models outlined in a recent ALNAP publication, which identify different ways of working in a crisis setting. This article highlights the importance of using models and scenarios to recognise when to apply certain strategies and not others.

In my short article on proactive and reactive strategies, I discuss the differences between these two types of flexibility and how a failure to distinguish between them leads to the misperception that humanitarian agencies are more adaptive than they really are.

Deciding on the Change
Adaptive programming requires a supportive organisational culture and the right team dynamics, both of which can be difficult to describe in tangible action points. Isabella Jean, of CDA Collaborative, brings these features to life in her article with examples decision-making that made space for adaptations in response to feedback from communities. Jean concludes from these examples that the adaptiveness of an organisation ‘hinges on decision-making processes that effectively engage key stakeholders in reviewing relevant data, deliberating on options and joint problem solving.’ In contrast, Safa Fanaian’s article on urban flooding highlights what is at stake when authorities fail to engage in proactive decision-making in the face of increasing risk.

Implementing the Change
Three practitioner leaders describe how adaptive approaches are implemented in their organisations.

Loreine B. Dela Cruz, Executive Director of the Center for Disaster Preparedness Foundation in the Philippines, describes how flexible programming makes CDPF’s work ‘a journey with the people that it works with in the fight for dignity, equality and the fulfillment of human rights,’ while Sarwar Bari of Pattan Development Organisation discusses the sometimes surprising activities and support that get implemented when being responsive to the changing needs of communities as they recover from a crisis.

As examples of how adaptive changes can be implemented, Ankush Seth discusses the importance of creating culturally relevant frameworks for moving between short-term and longer-term support to communities, as seen in the Heart Head Healing approach taken by the Asian Heritage Foundation.

Looking Ahead
This special edition concludes with reflections by Mihir Bhatt on the cross-cutting challenges of adaptiveness and flexibility, drawn from his concluding comments for the ALNAP workshop on adaptive and flexible models for humanitarian action, held in London, U.K. in September 2018. At the end of the newsletter a resource page is provided, listing key publications as well as initiatives to monitor for future output over the coming year. Building a more adaptive response to people in crisis will require system-wide changes. As a network dedicated to supporting learning across the humanitarian sector, ALNAP encourages anyone who is interested in learning more on this topic or working with ALNAP on this theme to reach out to us at: alnap@alnap.org

– Alice Obrecht, ALNAP, UK

References:


The terminology ‘adaptive management’ and ‘adaptive programming’ are relatively new, but some humanitarian professionals may feel as though they have engaged in adaptive strategies for decades already. If this is the case, then why are adaptive management approaches needed—and are they really offering anything new or different from current humanitarian practice?

There are different approaches that organisations can take to identifying pivots or appropriate moments for change, based on change or complexity in their external environment. A common distinction made in the literature is between proactive and reactive strategies (Appelbaum and Goransson, 1997). Generally, proactive strategies identify potential responses or improvements in advance of a change, while reactive strategies respond to changes that are happening or have already happened. Understanding the difference between reactive and proactive approaches to adaptiveness helps us see how adaptive management is both new and old for humanitarian action.

Adaptiveness can encompass both proactive and reactive strategies, as both support humanitarian organisations to make relevant and timely changes to their operations, programming or strategies (Ashmos et al., 2000). When it comes to knowing when to change, there are important questions as to whether one strategy is more efficient or effective than another, or whether there are particular types of decisions for which proactive strategies are best suited. For example, anticipatory scenario planning and disaster preparedness sit within the family of proactive decision-making and may be more appropriate for deciding on changes to programmes in settings with cyclical crises, where potential scenarios are more predictable. Such strategies have been explored by a few humanitarian agencies, including the UK-based Start Network. Reactive decision-making will still be important for unexpected events that will not be captured in scenario planning based on prior experience.

Humanitarian agencies tend to be good at reactive decision-making, working out responses to changes in a crisis after they have occurred. This has earned humanitarian actors a reputation in some circles of being flexible and responsive to dynamic situations. However, humanitarians are not as good at proactive decision-making, projecting ahead to identify potential scenarios and future adjustments. Proactive decision-making may be more important for strategic adaptations, which reflect a deeper level of learning about an intervention and an availability to making significant course corrections or changes.

A further consideration is whether reactive decision-making is supported within an organisation in ways that allow staff to adapt in a reflective and structured way, enabling learning on what changes are made to a response and for what reasons. In most humanitarian agencies, adaptive behaviour by staff goes uncaptured and often unsupported, as staff are expected to deliver the programme as described in a proposal document, regardless of relevant changes in the situation as it unfolds.

With these considerations in mind, we can reflect more deeply on whether humanitarian agencies are already practicing adaptiveness in the way it is framed as a capability of effective modern organisations. While humanitarian staff must often employ reactive strategies—adapting in response to changes in situations or new learning from programmes—they are seldom supported to do this consistently and conscientiously. Also, proactive strategies for identifying thresholds or change points in a programme are not widely used or supported. While adaptiveness may be in the DNA of most humanitarian first responders, the systems and processes used to deliver humanitarian assistance are often more rigid and unyielding.

Adaptive management and programming build on the flexibility and adaptive mindset that already exists in parts of the humanitarian sector, while also offering something new: a more formalised and intentional approach to thinking proactively and reactively about changing humanitarian action to meet dynamic needs and situations. To a degree, humanitarians are indeed already adaptive, and always have been—but in the face of increasingly long and dynamic crises, they need to be engaging in

1 https://startnetwork.org/start-fund/crisis-anticipation-window
proactive and reactive adaptations more regularly and in smarter ways.

– Alice Obrecht, ALNAP, UK

References:


What Do Shelterless Want after a Disaster?

Accelerated urbanization is a reality that India cannot afford to ignore anymore. It is estimated that by 2030, 40% of the country’s population will be residing in its cities. Such a huge influx of people into India’s cities will invariably put a lot of pressure on its already distended urban infrastructure leading to acute shortages. For instance, India currently records an urban housing shortage of approximately 20 million units, of which 57% are designated for the economically disadvantaged sections and 40% for low-income groups.

The exhibition "State of Housing State of Housing - Aspirations, Imaginaries and Realities in India" organized in Mumbai in February 2018, took stock of the housing challenges faced by India’s low income groups in the country’s cities. There is also a need to think of this challenge in terms of the disaster recovery process.

Reducing Risks and Building Resilience in the shelter sector does not have an overview of aspirations, imaginaries and realities that can be used, and will remain usable in upcoming recovery process. The unfolding of rebuilding shelter in Kerala after the floods, and Tamil Nadu after the cyclone in 2018 remain more of the same?

Rahul Mehrotra offers a template to approach rebuilding shelter to those who wish to update and widespread shelter after disaster. In his new publication titled, ‘Housing in India: Aspirations, Imaginaries and Realities’ Rahul offers a system wide and systematic way of thinking about a range of rebuilding challenges India faces, from a house to the entire settlement.

What we derive from the Volume 1 is helpful to Risk Vulnerability Resilience (RVR) work as we find that first gap in Building Back Better (BBB) shelter is that there is no history of rebuilding shelter, even when there is.

How did Nehru see the rebuilding shelter after the Partition, and more, after floods and droughts that caused food shortage and kept almost one third of citizens without any shelter possibility for over a decade. Did independent India look at shelter rebuilding in any new or independent way or continued what the British rebuild after any floods or cyclone?

Was any re-thinking on housing and settlement planning coming from the victims and vulnerable? Where? How? And did in-sight added any advantage to the victims or replaced them in the vulnerable as well as at risk position? To what degree did housing and settlement rebuilding coordinate together? And when they did, did it cause any advantages? And for this was there any re-imagining of the role of the State?

The time has come for National Disaster Management Plan (NDMP) to see if the rebuilding of shelter is adequately covered so that India retrofits millions of unsafe shelters to fulfill the ambitious promise of offering a pucca shelter to each Indian citizen by 2022.

– Mihir R. Bhatt
This reflection on daily nudges in adaptive humanitarian programs was first presented at the ALNAP London Workshop "Making humanitarian response more flexible: Exploring new models and approaches" in September 2018.¹

A few years ago, I observed a humanitarian manager using daily nudges with his team. He gathered his frontline staff at the end of each day for a 10-15 minutes long huddle. This was a standing meeting with no laptops or phones allowed, and staff standing in a circle. A single question started the meeting: "What did you hear today that concerned you or surprised you?"

As issues were brought up, team members were asked to immediately sort them into categories: a) "we can address this on our team"; b) "we need to communicate this to senior management for decision or action"; c) "we need to refer this outside our organisation." The program manager took notes and assigned responsibilities. He asked for status reports on previous issues. They also reviewed feedback data related to their program that arrived through a toll-free hotline. The meeting ended with "What are you proud of today?"

I spoke to his staff about this experience. Some of them spent most of their day conducting implementation and monitoring visits to remote flood-affected areas. They enthusiastically described a sense of empowerment and confidence, especially from categorizing issues into "we can resolve this right here" category. They saw it as a daily practice of problem-solving which made the incoming complaints and issues less daunting. Staff began to listen for and bring in more examples of how program aspects could be tweaked or changed significantly to resolve recurring issues. They made several modifications to the shelter program based on community and partner feedback: the amount of the first cash payment was increased to allow for construction to proceed faster, and modifications were made to cash transfer procedures to increase efficiency and avoid bottlenecks at local banks.

The manager had no specific tool for adaptive management. He didn't

require his staff to file long and dense reports. Instead, he put in place a daily expectation of engaging in inquiry-based and collaborative problem-solving process, one that also celebrated accomplishments and built pride. He didn’t remember being asked about such skills during the job interview. But he felt that his job was to demonstrate how to use the daily stream of information to improve the services his program was providing. He also felt that this responsibility should be shared by others on the team.

Adaptive management hinges on decision-making processes that effectively engage key stakeholders in reviewing relevant data, deliberating on options and joint problem solving. The table-1 compares two decision-making styles. In one of them, senior decision-makers play the role of "advocates" who present information selectively, buttressing their arguments while withholding relevant but contradictory or potentially conflicting data. Their goal is to make a compelling case, not to convey an even handed or balanced view. Their goal is to persuade others, defend your position, downplay weakness, and discourage or dismiss. The feeling of confidence that was supported on that team, ultimately contributed to increased competence to manage adaptively.

At CDA, after years of applying the Do No Harm framework with staff on the frontlines of humanitarian, development and peacebuilding efforts, we also know that adaptive management requires a certain degree of confidence. We know that taking DNH seriously requires us to re-consider and, possibly, challenge or change the program elements that we or others, including our superiors, do not wish to give up. Confidence doesn’t simply arise from the latest guidance document or a tool handed to you. But it can be encouraged and modelled through a routine process with tangible results. Frontline staff rise to the expectations set for them by their managers and peers. This is especially true when these expectations reflect broader organisational values. I don’t mean the values that appear as words on posters or in periodic staff meetings. I mean the values that are observed daily in interactions between staff, managers, partners, and community members. In this case, the manager had set a clear expectation that his team will solicit and use community feedback to the best of their ability. The feeling of confidence that was supported on that team, ultimately contributed to increased competence to manage adaptively.

CDA’s case studies document modifications made to humanitarian, development and peacebuilding programs in Cox's Bazar, Lebanon, Ethiopia, Uganda, Kenya, Ukraine, South Sudan, among other contexts. Please check these relevant resources for more examples, lessons and guidance points:

- Bond/CDA (2017). "Beneficiary Feedback: how we hinder and enable good practice." Published by Bond Network in the UK, this report summarizes lessons from our learning processes with Bond members and CDA case studies on feedback utilization in humanitarian, development and peacebuilding programs.
- IRC-CDA (2018). Feedback to Action: Strategies to improve the use of feedback in programmatic decision-making. Joint research report from US State Department funded research on feedback utilization carried out by IRC and CDA in 2016-2017. – Isabella Jean, Director, CDA Collaborative Learning, Cambridge, USA

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Table-I. Comparing Two Approaches to Decision Making (Garvin & Roberto, 2001, Harvard Business School)2

<table>
<thead>
<tr>
<th>Concept of decision making</th>
<th>Advocacy Approach</th>
<th>Inquiry Approach</th>
</tr>
</thead>
<tbody>
<tr>
<td>Purpose of discussion</td>
<td>a contest</td>
<td>collaborative problem solving</td>
</tr>
<tr>
<td>Participants' role</td>
<td>persuasion and lobbying</td>
<td>spokespeople</td>
</tr>
<tr>
<td>Patterns of behaviour</td>
<td>strive to persuade others</td>
<td>testing and evaluation</td>
</tr>
<tr>
<td></td>
<td>defend your position</td>
<td>critical thinkers</td>
</tr>
<tr>
<td></td>
<td>downplay weakness</td>
<td></td>
</tr>
<tr>
<td>Minority views</td>
<td>discouraged or dismissed</td>
<td>cultivated and valued</td>
</tr>
<tr>
<td>Outcome</td>
<td>winners and losers</td>
<td>collective ownership</td>
</tr>
</tbody>
</table>

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Twenty years of existence serves as a testament of CDP’s flexibility and adaptiveness in keeping with and responding to the signs of the times. Its work throughout the years is a significant contribution to the national efforts in community-based climate & disaster risk reduction and management (CBCDRRM). For two decades, the organization’s engagements have mirrored its priority areas of work and advocacies in response to the global call to address critical concerns in CBCDRRM.

Being a pioneer in CBDRM, it has developed CBDRM as its framework of intervention in working with communities and in engaging local government units over the years. CDP can very well say that it has contributed to its development and significance today as also enshrined in the current DRRM law in the Philippines. It is a comprehensive framework and approach to community-based disaster risk reduction and management which highlights the process of institutionalization and sustainability by locally mainstreaming the communities’ capacity development in partnership with local government units. Such provided the impetus for locally-led preparedness and response and contributed to more strengthened leadership of national and local actors in disaster risk reduction and management and in humanitarian action.

Governance initiatives including shared risk governance has made CDP an important partner for change by communities, building people’s resilience through time-tested methodologies of capacity development; training of trainers among stakeholders, mentoring and accompanying them in the process, together with creation and evaluation of policies crafted together in a process by multistakeholders. CDP’s advocacy engagements and praxis had enriched its very own conceptual development and theory building thereby serving as guide to its direction and thrust through the years.

CDP’s programming framework has been very open, flexible and adaptive in its twenty years of existence. From a specialization scheme of developing varied programs based on its mandate in DRRM, programs had been developed and nurtured that addressed training and capacity development; advocacy, partnership and networking; research, knowledge exchange and management; projects and partnerships and later humanitarian preparedness and response. Said specialized programs bore fruit in gender-inclusive CBCDRRM with emphasis on partnership and complementary roles between men and women. The child-centered CBCDRRM has brought to light the value and role of children and young people in the field of DRRM. On the other hand, disability inclusion and whole of society approach has utilized inclusivity in engaging various stakeholders at varying levels in diverse kind of engagements.

The organization’s transformative programming approach also led the way to various new projects and partnerships. Learning from similarities and diversities of urban and rural projects, with the urban DRR Project providing lessons of engaging communities in the cities that capitalized on concerted local actions founded on people’s capacity and leadership towards the achievement of disaster resilience and development. The rural DRR initiatives had prioritized the least served in far-flung and remote Disability People’s Organization at work.
URBAN RESILIENCE

Risking Cities and Rivers: What are the Pathways Towards Resilience?

Many cities have grown on riverbanks due to the strategic importance of transportation and trade in addition to social and physical resources that rivers provide. However, the growth of cities on riverbanks comes at a cost to both the river and the city.

The growing cities in India are laden with visions of future growth while grappling with their past of inadequate infrastructure, multiple layers of overlapping policy, and local politics. Out of the 497 census cities in India in 2011, more than 100 are situated on rivers, including Bangalore, Chennai, Delhi, Hyderabad, Kolkata, and Mumbai.

Urban planning within India often overlooks the connection of risks that cities pose to and face from rivers. These risks include urban floods, water supply issues, erosion, increasing river pollution due to sewage and waste release from cities and more. There is little research on or attention being paid to the management of risks at the nexus of cities and rivers.

The 2015 Chennai floods were linked to high rainfall and backwash from the Cooum and Adyar rivers that run through the city. Mumbai’s continuing battle with urban floods is strongly also linked to blocked river channels and development on the floodplains of the Mithi, Poisar, and Oshiwara rivers. The growth of built areas in cities, decrease in open spaces (e.g., lakes and wetlands) to absorb rainfall, weak drainage, changing climate patterns and mismanagement of rivers together create a perfect recipe for the disaster of urban floods.

Most Indian cities also directly release wastewater into adjoining rivers or water bodies. The 2015 report by the Central Pollution Control Board of India noted that 37,000 million liters per day of untreated sewage water flows into rivers across the country.

Rivers into which wastewater are released, are also a source of drinking water for cities. Urban water utilities spend crores of rupees investing in water treatment plants on construction and maintenance to treat water from these rivers to make it safe for domestic use.

The water governance system in India has evolved since its independence. However, the legacy of colonial preference towards infrastructural solutions, remain.

Different community projects had put emphasis on sustainability, nutrition, pollution control, natural resource preservation and solid waste management.

CDP’s experience and practice in two decades is actually a journey with the people that it works with in the fight for dignity, equality and the fulfillment of human rights. It is a demonstration of nationalism, love and service to the people and to humanity. Beautiful friendships, amazing relationships and fruitful partnerships and collaborations have all been built and nurtured in the pursuit of safe, resilient, and sustainable communities in the country and globally.

– Loreine B. Dela Cruz, Executive Director, Center for Disaster Preparedness Foundation, Philippines

Communities in different parts of the country to help the marginalized and vulnerable sections of the population cope with disaster impacts and respond to community needs. In recovering from disasters, CDP ventured on resilient livelihood that drove the communities to projects bringing sustainable source of living and uplifting people’s lives.

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southasiadisasters.net
Urban floods are sought to be controlled by improving stormwater drains within cities, increasing embankments or flood walls on the sides of rivers. The number of pumps to pump out water steadily increasing in effort to decrease inundated areas. More drains and passages constructed to quickly drain out water from the cities. But the flood damages continue to rise with each flood event.

More and more Sewage treatment plants (STPs) and Water treatment Plants (WTP) are being constructed as the solution for the water problems of cities. The domestic water shortage and river pollution is still steadily increasing. This article does not try to say that infrastructure solutions are bad or that we have to leave cities or give into the romantic notions of simpler past days. What the article seeks to do is open the conversation, on risks faced by cities and rivers. The governance of these risks requires a systemic perspective, one that is context specific and includes other options beyond technology and infrastructure.

The rise of SMART Cities program in India along with a drive towards rejuvenation of rivers provides an opportunity to improve management. It can allow us to go beyond technology and infrastructure solutions for improved resilience of cities and rivers. Sustaining technology and infrastructure in future SMART cities requires inclusion of SMART modes of governance as well.

References:
Crisis and disasters are generally an unknown and dynamic phenomenon that arrive without any prior notice. Some of them last for a short period whereas others last for a long period of time. But all disasters lead to chaos and woe. In such cases, it becomes imperative for the humanitarian organisations to be flexible, adaptive and agile to ensure speedy assistance and protection to the victims. But if the past experiences of humanitarian organisations are analyzed, then it is observed that they are struggling to react in the nick of time despite the fact that they are recognized to be flexible and proactive.

There are two major challenges contributing to this averse performance of the humanitarian organisations. First is the change in the context in which these organisations operate, and second is the organized structure that is restricting them to function with freedom and efficiency. Thus, there is a need to have some model or an approach that cater to these two challenges thereby increasing the ability of these organisations to adapt dynamically in complex environments.

The new model should be such that addresses the root cause leading to prevention and mitigation of disasters. It should aim to offer short-term development and long-term reduction in vulnerabilities. The following are the four major models of humanitarian responses to crisis and disaster caused by ever-changing climate1.

1. Comprehensive Model
This model is predominant in lower-income countries having limited state capacity and high level of vulnerability. In such cases, the international humanitarian organisations play a pivotal role in providing assistance as the state does not have enough capacity to respond to disaster rapidly. For example, the 2010 earthquake in Haiti. The pitfall in the model is that it has less involvement of local and national actors and mainly dependent on external actors.

2. Constrained Model
The constrained model is used in situations where humanitarian organisations cannot intrude due to political unrest. It becomes difficult to provide assistance in dealing with disaster vulnerability. For example, countries like Somalia who are in constant political unrest.

3. Collaborative Model
The collaborative model is effective in low to middle-income economies that are developing the resilience to disasters. Here, both international and national actors complement each other and work in collaboration. For example, countries like India. However, the model fails when the international actors take more control in delivering the aid due to the reluctant nature of working at par with the national organisations.

4. Consultative Model
This model is suitable for middle to high-income economies having the highest adaptability and resilience against disasters. The national government takes the lead in providing assistance thereby reducing the role of international actors. For example, frequent earthquakes in Japan.

After seeing different models, it can be concluded that there is no one particular model applicable to all the scenarios. Today, when the form, type and impact of the disaster is changing rapidly, an ideal approach should look like having the highest flexibility and adaptability to deliver aid in no time.

– Abhishek Pandey,
Development Studies, Gujarat, India

Reference:
The Himalayan ecosystem, vital to the environmental security of the South Asian Sub continental landmass and lifeways of its inhabitant faces many threats due to climate change and human indifference. Its glaciers along with those of the Tibetan Plateau have been dubbed the "third pole" as it contains the largest stores of freshwater in the world outside of the North and South poles. According to studies, these are melting more rapidly than at any given point in the last ten thousand years and two-thirds of it could disappear by the end of this century.

The number of instances of disasters such as floods, earthquakes and landslides has dramatically increased since the turn of the century claiming thousands of lives and displacing millions. In the year following the Uttarakhand flash floods of 2013, the Kashmir valley, nestled in central Himalayas was flooded in the September surge of Jhelum. This was subseuently by April 2015 Earthquake in Nepal. These events caused incalculable destruction to the tangible heritage of these regions and disrupted many traditional practices beyond repair.

The damaged cultural artifacts and symbols invariably became the visible face of these disasters... be it the flood washed Kedarnath temple, the peeling paint of the soaked paintings of eminent artists housed in SPS Museum in Srinagar or the ravaged marvels of the Newari Architecture at the Patan Durbar Square in Kathmandu.

At the face of it, culture invokes a nostalgic sentiment which makes people pause and take note. But the relationship between human desires, culture and nature goes much deeper. In context of adverse situations this interplay is beautifully captured by Pathanay Khan's rendition of the dialogue between Sohni and the clay pot:

Sohni urges her clay pot to take her to her beloved across the river:

How will I meet Mahiwal (her love), the river flows savagely...
The pot replies... it's not my fault oh Sohni,
I've not been baked in the fire of love...

The fact remains that the growth of humanity on the planet is founded on exploration and exploitation of natural resources. By 2050, it is estimated that the world population may touch 10 billion souls. The next few decades are also expected to see the fourth industrial revolution where the very idea of a human being as a natural concept may be challenged by bio-technology. In addition to exponentially increasing pressures exerted on Earth, these projections tender the culture of human - nature interaction to uncertain probabilities.

While, a sense of deference with nature has always existed in all traditional and evolving knowledge systems, the lack of thorough models and consistent follow up often reduce the concepts of sustainability, feasibility, eco-friendly, green etc. to romance and half baked strategies... just like Sohni's pot.

To increase civic consciousness for environment and counter public apathy towards the pushovers of the natural calamities, design-led interventions and context based solutions are increasingly gaining favour amongst those concerned for delicate ecologies.

Heart Head Healing (HHH) is a small example of such a framework. Conceived by the Asian Heritage Foundation (AHF) under the proactive mentorship of her chair, Rajeev Sethi, HHH is a three-pronged approach oriented towards empowering the disaster affected "doing more with less".

Heart - Empowering with immediate need based relief, which may include the following:

- Essential supplies - Food, safe drinking water, hygiene & sanitary Kits etc.
- Healthcare - medical camps, medicines, post disaster awareness campaigns & first aid kits
- Temporary shelter and sustenance - Tents, sheds,
training forming cooperatives and self-help groups
• Ecological restoration
• Raising awareness about natural heritage, environment and ecological balance
• Support ecological conservation activities like afforestation, soil conservation drives and etc.
• Community resilience and disaster risk reduction
• Age-appropriate post-traumatic stress management programmes
• Organize counseling and emotional support groups to reduce vulnerabilities (micro as well as macro)
• Remembering lost lives - reconciliation with talismanic shrines and memorial spaces.

Launched during the 2004-5 Indian Ocean tsunami, AHF extended its HHH model to the flood affected areas of Kashmir in the October of 2014 post the Jhelum deluge and to the conflict affected districts of Nepal post the April 2015 Earthquake.

As we continue to follow up with our beneficiaries and concerned stakeholders, there is an increased realization that issues of risk and resilience with vulnerable communities are linked to the strategic intentions of prosperity, peace and coexistence within the South Asian region. The pressure of geopolitical issues related to the environmental degradation, future of work, gender disparity, identity crisis and cross-border apprehensions, need a coherent and resourceful deliverance.

Within this larger context, there is a case to be made for the Cultural Industries as a potential enabler of a seamless South Asia opening "new development pathways that encourage creativity and innovation in the pursuit of inclusive, equitable and sustainable growth and development" (The United Nations System Task Team on the Post-2015 United Nations Development Agenda).

What has been consistently overlooked is the capacity of our creative economy to drive transformative change; to reject homogenization; to indigenize 'global' practices and apply innovative skills and resources to drive original commissions. Consider the scores of women and men in the region - a number possibly larger than agriculture - who work with their time-tested knowledge systems, their craft and talent largely inherited but increasingly unrecognized, underutilized, undervalued and undeterred by organized industry.

A shift of economic focus to the small and broadly 'cultural', 'creative' or 'legacy' industries is pertinent to sustainable growth and capacity building for this vast but vulnerable populace in the subcontinent.

"Culturally sensitive approaches have tangibly demonstrated how it is possible to address the economic and human rights dimensions of poverty while, at the same time, pointing to innovative solutions to complex development issues. Indeed, culture helps broaden the terms of the current development debate by advancing a human-centered approach that effectively yields sustainable, inclusive and equitable outcomes.

In this broader perspective, creativity and culture are recognized for the multiple contributions they make to development, including generating social energy, confidence and engagement, enabling both individuals and groups to aspire to and imagine alternative futures." (Creative Economy Report, UNCTAD, 2015).

– Ankush Seth,
Executive Director, Asian Heritage Foundation, New Delhi

bedding, blankets, clothing and footwear
• Emergency control rooms to manage communication mobilize resources and to find, help and rescue the missing.

Head - Putting in place systems for managing calamities via
• Mapping the affected areas,
• Scaling the level of damages,
• Identifying / profiling the affected communities
• Networking with donors, concerned partners, relief field workers, experts, official and non-governmental organizations/agencies and establishing direct links between them and the
• Creation of a brain trust - Involved in research, policy making & advocacy, Imparting trans-disciplinary workshops and creation of experience exchange platforms essaying the role of man and nature while deliberating on the factors that exacerbate various forms of calamities
• Building of a dedicated voluntary corp - Identification and training and retention of volunteers through workshops, drills field visits and social media.

Healing - Developing short and long term rehabilitation programs such as
• Setting up transitional classrooms and child friendly spaces
• Reimagining, rebuilding and resettlement of residential areas, educational institutions, commercial precincts, cultural and heritage spaces, agricultural and horticultural lands
• Creation of sustainable livelihood creating new opportunities for livelihoods especially in creative and cultural industries; craft-based
CASE STUDY

Flexibility First: Why Flexibility is Essential in Humanitarian Work

Apart from causing massive losses of life and assets, disasters also cause widespread disruption of livelihoods and businesses that are beyond the coping capacity of the affected populations. Hence, outside assistance becomes a necessity. Since, most outsider humanitarian actors are often strangers to the affected areas, they need to understand the complexity of local dynamics and fluidity of the situation. Our long experience shows that for a certain period depending on the intensity and spread of disaster, the following factors ought to be considered while planning an intervention. First, needs of disaster affected people change fast. Second, the higher the number of outside humanitarian actors involved, the higher the need of flexibility and coordination amongst actors required. Third, take concrete measures to observe everyday developments. Fourth, build confidence and trust of men and women of affected communities in order to ascertain their opinions. Fifth, establish rapid action mechanism to respond to the changing needs. Last but not the least, never ignore capacities of local people. Despite colossal damages, the affected people do have the energy to bounce back stronger from their collective misfortune.

Consider the following two case studies. In the aftermath of 1992 super floods, Pattan received funds from two international NGOs for a housing project. One hugely devastated community, residing next to the river Jhelum had lost almost every house wanted us to build not houses but an embankment around the village. No one was interested in getting a house. They argued that the embankment will save them from flood disasters forever while houses might be washed away again by future floods. I informed the donors immediately, the donors agreed and the community’s wish became a reality. The community has been proud of its decision even today, as the embankment saved them from six super disasters since then.

The 2005 earthquake in Pakistan killed nearly 87,000, seriously injured more than 150,000 and displaced 1.3 million persons. Pattan was perhaps the first national NGO which had reached to Balakot. Within a couple of weeks we established a tent village. About 49 families were registered in one week. We already knew that the temperature drops to freezing points in Balakot in winter. But keeping people warm in tents through traditional means was full of risk. Within a couple of days of our meeting with the tent community, we provided the hot water bottles to the people.

Moreover, it was easy to anticipate common needs of women and men, young and elderly, and differently abled persons, but we were nearly blind about their differential and uncommon needs. One afternoon while I was on a visit to the camp, I encouraged the men and the women to speak. A woman embarrassingly asked for a mirror, needle and thread. Rest of the women endorsed. I thought it as an early sign of the return of normalcy. Next day every tent family received the items. After a few days, an old man approached me and reluctantly shared with me the desire to marry off his daughter. The bridegroom family was also part of the tent village. Both families had lost most of their loved ones only a couple of weeks back. This was indeed a turning point as a huge sign of normalcy. Pattan helped the both families in finalizing the arrangements for the wedding. The news spread across the world.

General Musharraf then the ruler of Pakistan thought to grab some legitimacy too. He along with his wife visited the tent village, handed over some precious gifts to the newly married couple and the event was splashed across the globe.

Lesson – informed planning is essential but keeping room for flexibility is equally important.

– Sarwar Bari, National Coordinator, Pattan Development Organisation, Islamabad, Pakistan

Hot water bottle distribution winter 2005/6 Kaghan Valley, Inexpensive yet greatly valued.
Landscape Planning for Risk Reduction and Resilience Building

Although landscape studies have long been a part of architecture and design disciplines, it is only recently that the landscape of risk reduction and resilience building is coming up in discussion among policy makers and planners. The landscape of risk (and resilience) is becoming an important area of study as demand for leadership to reduce risk and norms that safeguard humanity is increasing in South Asia.

Over twenty interviews of India’s leading disaster risk reduction and resilience experts conducted by All India Disaster Mitigation Institute (AIDMI) for Save the Children, India, suggest the need for a new way of looking at risk and resilience. And landscape studies may be one way to plan risk reduction and resilience building.

In this light, a recent 56th issue of Journal of Landscape Architecture, 2018 on Mumbai offers a range of ideas to consider. The issue leads the readers to find a new way of reading risk in maps, reports, and development projects as Shilpa Gaurish Chandawarkar suggests. Writings on cities do not directly deal with risks but needs a way of reading risk that is yet to be developed, that is yet latent, and that is yet evolving. By locating risk and resilience in her framework, we find a new way to read risk in plans and planning process. Shiraz Allibbai in this issue throws light on nurturing risk reduction and resilience in a city: what it takes; what it means; and who has a lead role to play. Though he per se does not talk about risk, or resilience, he indeed tells a lot about nurturing in urban areas beyond Mumbai. What can be done can be done in many similar and different cities or towns of India. And that is the potency of Mumbai I have admired. Saylee Soundalgekar is talking about publicness in her piece, what disaster risk reduction experts can find in her piece is a way of experiencing urban risk in public spaces. In most disaster risk reduction studies and research, risk is down there in the locality or a plan, away from disaster risk reduction experts and Saylee invites experts to experience specific risk before planning process is started.

The time has come for architects, landscape designers, and disaster risk reduction experts to jointly find an additional narrative for risk in cities that can help make safer plans. And we know that a single narrative is never enough to turn ideas into a doable plan, even if the narrative is scientific or technical and about urban risk.

If India wants to leave no one behind in its efforts to make its cities safe from disaster risks, additional ways of landscape studies and planning must be explored.

- Mihir R. Bhatt
Flexibility in Humanitarian Action is not possible without a better understanding the policies, principles, and identities that shape the relations between international NGOs and the State. Andrew J. Cunningham, an expert and consultant on matters of humanitarian studies offers a book to humanitarian actors for this purpose.

He argues in his book that the relationship between the State and international non-governmental organisations (INGOs) working in the humanitarian sector are complex and often contradictory. INGOs aiming to provide assistance to populations suffering from the consequences of conflicts and other human-made disasters work in the midst of very politically sensitive local dynamics. Police that does not police. Hospitals that keep the patients waiting. The involvement of these non-political international actors can be seen as a threat to the State that sees civil war as a state of exception where it is the government's prerogative to act outside 'normal' legal or moral boundaries. The book makes us think who has drawn these boundaries, for whose benefit, and how firm or flexible they are in the face of the reality of ongoing conflict. Drawing on first-hand experience of humanitarian operations in the contexts of civil war, Andrew J. Cunningham explores how the relationship works in practice and how often clashing priorities can be mediated. Thus the book is useful to those in the authority or official duty to offer relief.

Andrew J. Cunningham brings together key issues of politics, principles and identity to build a 'negotiation structure' for analysing and understanding the relationship using case studies of civil conflicts in Sri Lanka, Darfur, Ethiopia and Chechnya. Each country offers a reality that is both universal as well as specific. He churned his ideas and over twenty years of experience in working with humanitarian organisations, especially Médecins Sans Frontières (MSF) and therefore the book becomes a must read for the leaders of INGOs trying to make humanitarian action more flexible. Negotiations with authorities are often multifaceted. A theoretical framework used to conceptualise the relationship in the book offers a possible way ahead. The negotiation structure describes the relation of the external with the internal. But then what is 'in' and what is 'out' where boundaries are many and rapidly changing? Each of the four case studies are examined with care and analysis. The case studies represent a variety of civil conflicts, types of states and geographical areas. The Sri Lanka case study forms the reference point which examines the 2006 and 2008/9 periods of civil war. Experiences of those two periods and why the relationship between humanitarian actors and the government changed over time has been compared with an insider's eye and an outsider's ear. The Chechnya study examines fear as discourse while the Ethiopia case examines the law as discourse. The Sudan case study explains expulsion as discourse. All four offer a rounded view of the complex reality of conflict within which the State and the INGOs relate with each other to serve the humanity. The case studies offer potent outlines to students and researchers of humanitarian action, may the action be in Myanmar or Bhutan, West Asia or South Asia.

Not only in conflict situations, but the framework and case studies equally provide guidance for INGOs working in disaster management sector. The time has come to revisit the relationships between INGOs and the State in disaster situations as well. This is more true in South Asia where the humanitarian sector sees decreasing funds for INGOs; the State moving ahead from the final responsibility; and the private sector developing business plan for their humanitarian response. South Asia networks such as Duryog Nivaran have shed light on this challenge in the South Asia Disaster Report 2016 titled Building Back Better.

Flexibility in the humanitarian action becomes more evident when we find the rigidity of the state policies, principles and identity. — Book Review by Vipul Nakum, AIDMI

Bibliographic information:
Title: International Humanitarian NGOs and State Relations - Politics, Principles and Identity
Author: Andrew J. Cunningham
Publisher: Routledge, 2018
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Length: 209 pages
Road accidents and related injuries are among the top ten causes of death and human health losses in India, and disproportionately high among young adults and in hill states. Pragya, a development organisation working to address development needs and intractable issues in India, is implementing a project, titled "Ride Safe in the Himalayas", that aims to improve safety and bolster emergency and trauma management on Himalayan roads. The project uses a multipronged approach to improve road safety and reduce fatalities and health losses resulting from road accidents in selected Himalayan districts in India. Launched in 2017, the project was implemented in Leh in its first year and was expanded to Lahaul & Spiti from the second year onwards. Under the project, public awareness campaigns have been conducted on road safety, using street play, radio jingles, a Road Safety Mascot and other modes; local youth have also been enlisted as Road Safety Champions. In collaboration with the district health authorities, the project also supports preventive and curative healthcare for communities through monthly health camps in villages, and aids vocational skill development for the youth.

The central initiative under the project is of establishing an effective Emergency Response Network (ERN) towards Road Safety along the Leh-Manali highway, in partnership with the district administration and local health authorities as well as local communities. So far, in Leh, selected healthcare facilities (district hospital, primary health centres) along the highway are being upgraded with advanced medical equipment to help them function as Advanced Trauma Care Centres (ATCCs) and First Response Centres (FRCs). Critical Care Ambulances are being provided to these facilities and stationed at various strategic points along the highway. Pragya has also equipped 20 Points of Presence (PoPs) or first responder points to respond quickly to accident-related medical emergencies; seven of these have been helped to set up as pitstops to provide vehicle maintenance and repair services to travelers. Twenty-one satellite phones have been provided to the PoPs, upgraded health facilities and ambulances, including those in blackout or no-network zones. Additionally, the organisation is introducing emergency helpline services for travelers and developing a mobile-based Road Safety Application to provide information to travellers on the ERN and facilities available in the area. These activities have been made possible with the active participation and support from local government agencies. Apart

"Health and trauma facilities between Leh and Sarchu are very poor, and Pragya has been playing a supportive role in ensuring that a robust emergency trauma management network is in place along the Leh-Manali highway."

– Dr. Gyal Wangal, Deputy Chief Executive Councilor, Ladakh Autonomous Hill Development Council (LAHDC)

Pragya supported 3 Critical Care Ambulances to District Health Authority, Leh.
from the district administration and health department, the SDRF has provided critical support to the project- training, guiding and mentoring the PoPs, coordinating for effective communication along the ERN.

An allied initiative under the project is that of enhancing the capacity of the human resources for health on trauma care in the two districts. Earlier this year, Pragya conducted a five-day Advanced Trauma Life Support (ATLS)-certified trauma management training course for doctors and paramedical staff in Leh, with the internationally-recognised ATLS instructors from University College of Medical Science and Maulana Azad Medical College, New Delhi. The training was supported by the State Health Services, J&K. Dr. Anwar Hossain, a Trauma Orthopaedician who attended the course, said at the time, "This is the first time that an expert panel of trainers came down to Leh to train our doctors on trauma management and oriented health staff on the standard guidelines that need to be adhered to vis-à-vis trauma management".

In December 2018, Pragya conducted a Workshop on Emergency Response Guidelines in Leh, to firm up the standard operating procedures (SOPs) for all components of the ERN - the PoPs, the health facilities and ambulances and helplines. Forty-six participants who attended the workshop, including local government personnel, healthcare service providers, local volunteers trained by Pragya and other ERN stakeholders, worked to delineate the procedures for responding to road accidents and related emergencies and to define the roles to be played by various ERN stakeholders for responding to trauma cases and transporting the victim/patient to appropriate healthcare facilities. The workshop also aimed at identifying relevant procedures and precautions, coordination and communication framework to facilitate support and to roll out the guidelines to the relevant stakeholders under the project. The Guidelines thus developed comprise recommendations on the following: Communication and Documentation; On accident site management, including Extrication and First-Aid and Safety at Accident Scene; Patient Transportation and pre-hospital care; Hospitalization, infacility medical care, and follow up including counselling and rehabilitation; Crisis management structure / communication / coordination; Visibility / signage / awareness.

Speaking about the Government’s role in the execution of the project, Dr. Henna Hejazi, Manager, Pragya said, "Government agencies involved in the project’s implementation have been extremely responsive and cooperative. Coordination and collaborative partnerships have helped us in developing guidelines for emergency response which have been whetted by the district administration. Our aim is to reduce adverse outcomes, morbidity and mortality arising out of road traffic accidents by augmenting health facilities, bridging communication gaps and building the capacities of ERN stakeholders."

The organisation hopes that the project will help improve emergency responsiveness on the Leh-Manali route significantly in the coming years. – Dr. Henna Hejazi, Manager, Pragya India, Gurgaon, India

WAY AHEAD

Insights on Making Humanitarian Response More Flexible

In September, ALNAP brought together humanitarians from a variety of functions in the system - from HR, to logistics and programming - under the same roof to talk about adaptiveness. Can you distill two days of rich discussions on the ideas and experiences of making humanitarian programmes more flexible into a list of actions?

Looking back, there are some insights that I took away from those discussions which I hope to take ahead on my own steam in my organization, All India Disaster Mitigation Institute (AIDMI):

Sharing and Pooling Power
Sharing and pooling of power between the international humanitarian system and local actors is very important. That is, we all have power. Some have power of position, some of gatekeeping, some of better credentials with the donors and others with local communities. Instead of only depending on the power that the "other" has, we all need to find ways to build "our" own power and pool these together in an integrated way to better serve the victims of humanitarian crises.

Similarly, sharing the power to make decisions on spending money and utilizing funds is equally important. It is only when the power of money, ideas, harmonious teamwork and local links and credentials come together, that a humanitarian programme becomes flexible, and adaptable to local needs and demands. In the end, the value
of any sort of power to respond is in serving the victims of humanitarian crises.

AIDMI’s work with INGOs such as Save the Children and UN agencies such as UNICEF has also shown that no single agency can take effective humanitarian action by itself. Humanitarian action, per se, is a collective action. A Round Table on Ways of Understanding Power Relations in Humanitarian Response could be a good start and we’d be happy to host it.

The Importance of Context
Different types of context (Complex, Constructive, Collaborative and Consultative) discussed at the workshop are key to the future of humanitarian action. These should not be viewed as stand-alone principles but as one’s that work in harmony with each other. It is up to the humanitarian agency and actors to be flexible and adaptive enough to strive for the best combination of these Cs keeping in mind the needs of the victims. What is needed is who combines which of these four Cs and in what manner.

Flexibility in humanitarian response can also be by agencies that have a better sense of their purpose in the larger scheme of humanitarian action. Some of us have focused on shelter or WASH, others have done so on mental health and support. Some of us take humanitarian action from global platform. Others may be local and therefore, a victim or an actor, or both. This, I remember was one of the findings of Tsunami Evaluation Coalition’s joint evaluation supported by ALNAP that we conducted. Those agencies that had a better sense of who they were and what they could do did better than others with more money, staff or programme ideas.

Striking a balance between the standards of humanitarian action and its mission
The humanitarian system must be flexible enough to maintain a healthy balance between humanitarian standard operating procedures and its overall impact. Adherence to the humanitarian system’s standard operating procedures should never be at the cost of mission failure. The system and the mission are equally important. Often we find a well-managed humanitarian project but with limited humanitarian impact. Many recent reviews and evaluations reveal that perhaps there is too much focus on the system and relatively less focus on the purpose of this system. AIDMI is eager to join any effort to review or evaluate the mission success of humanitarian programmes, (i.e. to what degree has humanitarian action achieved its mission of serving the needs of the victims of humanitarian crises, and how has adaptiveness and the ability to make strategic pivots enabled this to happen).

The flexibility of local actors and community
If we as stakeholders of the humanitarian system—global and local—are rigid in our projects and programmes and allocations, the local actors and community have to be flexible to access us and our resources. These local actors need the right kind of flexibility and agility to fit themselves into our forms and frameworks. AIDMI has seen this repeatedly. Local actors and communities have to be even more supple if they want even one-tenth of the aid that is coming for them. We need to learn from the flexibility that victims, local organisations and authorities, exercise to fit in with the global forms and rigid programmes. This demands humility.

Adaptive programming and flexibility in urban context needs further attention
With more than 50 percent of the world’s population residing in cities, humanitarian crises are poised to go urban in the near future. The rapid movement of large swathes of population from the countryside to cities, especially in the developing world, has put an inordinate amount of pressure on the already inadequate urban infrastructure in these areas. Furthermore, complex governance structures in cities can make humanitarian response a nightmare for agencies working in urban areas. Flexibility and adaptive programming by humanitarian agencies and actors can help them navigate through the complex and narrow streets of city governance systems and infrastructure deficits to better serve the needs of urban humanitarian victims. AIDMI’s ongoing work on rating the urban resilience of 15 towns and cities in India with UNISDR tells us that there is a need for an urgent re-look at what flexibility of humanitarian programming means in urban contexts.

These above insights have predominantly been drawn from the rich discussions and deliberations that have taken place in this workshop as well as my own experiences of working in the field of humanitarian response. As the context in which humanitarian actors operate gets more complex and as more regulations are foisted upon them by donors, it has become imperative for such actors to use adaptive programing for making humanitarian response more flexible. ■

– Mihir R. Bhatt
RESOURCES

Interested in Learning more about Adaptiveness?

You may find these resources useful:

**Key resources on adaptive management and programming in the development aid sector:**

- Doing Development Differently: one of the key catalysts for looking at adaptive programming and management in development aid
- Report on DDD by the Overseas Development Institute: https://www.alnap.org/help-library/from-political-economy-analysis-to-doing-development-differently-a-learning-experience
- INGO resource on DDD: https://www.wvi.org/sites/default/files/How%20INGOs%20are%20DDD.pdf

**Adaptive management and programming in humanitarian settings:**

- Mercy Corps and IRC case studies on trialling adaptive approaches in crisis settings: https://www.mercycorps.org.uk/research/adaptive-management-case-studies
- Recent learning paper from Christian Aid on adaptive management: https://www.christianaid.ie/resources/about-us/report-learning-make-difference

**ALNAP background paper on adaptiveness:**

- ALNAP work on context: https://www.alnap.org/help-library/alnap-video-what-is-context-why-does-it-matter-for-urban-humanitarians
- ALNAP will publish four further resources on adaptiveness: a final report from the workshop held in September 2018; a second country study on adaptive approaches in Kenya; and two spotlight studies highlighting particular methods and approaches to supporting adaptive humanitarian action. More information here: https://www.odi.org/projects/2918-global-learning-adaptive-management-initiative-glam

**Initiatives/ Resources to keep an eye on:**


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