

Helpdesk Research Report

National Disaster Management Authorities

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Question

What are the models of National Disaster Management Authorities (NDMAs) in the South Asia region? How are they institutionally configured and what are their roles and responsibilities? What are the learnings on the institutional establishment of a NDMA?

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1. Overview

Some countries in South Asia have invested in disaster management and disaster risk reduction, including through establishing a dedicated entity – often known as a national disaster management authority (NDMA) – to manage and respond to disasters. Worldwide, an increasing number of environmentally vulnerable countries have established NDMAs according to the Index for Risk Management (GHA 2015: 88).

Commonly, a NDMA is a central government body with overall responsibility for coordinating disaster management preparedness, relief and recovery. Functions vary but tend to include administrative and procedural management, development of policy and legislation, and institutional support and resourcing (Featherstone 2014).

This review has found, as did a Brookings literature review by Ferris (2014: 6), that there are few published comparative analyses of NDMAs, either on South Asia or worldwide. Exceptions include an earlier report by Interworks (1998) on NDMAs worldwide; a World Bank report describing institutional structures for disaster risk management (DRM) in South Asia and their performance (World Bank 2014); and an Asian Development Bank review of national focal DRM agency models in the Asia and Pacific region (Ishiwatari 2013). Also some other reports provide insights on national government DRM

institutional structures (Ferris 2014; own research). For example, reviews focusing on other aspects of DRM such as legislative frameworks (IFRC and UNDP 2014a, b), or other aspects of NDMAs such as how they learn (Featherstone 2014). In general, however, this rapid review has found a lack of rigorous independent evaluations of individual NDMAs, their institutional structures and the impact on their performance. Ferris (2014: 8) notes that “given the importance of [NDMAs] in the international disaster response system, this suggests an urgent need for comparative analyses of [NDMAs]”.

Due to time constraints, this review focuses on three cases from South Asia: Bangladesh, Pakistan and India. It also includes brief information on Afghanistan and Sri Lanka. The key points on the DRM institutional structures for the three main cases are:

- **Bangladesh:** The National Disaster Management Council, led by the Prime Minister, formulates disaster management policies, and the Inter-Ministerial Disaster Management Coordination Committee implements policies and decisions. From 2012 the Department of Disaster Management, housed in the Ministry of Disaster Management and Relief, has been the central unit responsible for overseeing implementation of the National Disaster Management Act 2012.
- **India:** The NDMA (mandated in 2005) is housed in the Ministry of Home Affairs, with the Home Secretary chairing its National Executive Committee (NEC). It is responsible for developing, enforcing and implementing policies, plans and guidelines for disaster management, as well as supporting India’s state authorities when a disaster overwhelms a state’s response capacity. The Prime Minister is the NDMA’s chairperson.
- **Pakistan:** The NDMA (established in 2007) acts as the national coordinating agency for disaster risk management. The NDMA is the executive arm of the National Disaster Management Commission, the highest policy making body in the field of disaster management, chaired by the Prime Minister. The NDMA chairperson is appointed by the Prime Minister.

Key lessons learned on the institutional establishment of NDMAs – from the South Asia cases and more widely – include:

- **Disasters can offer a window of opportunity** to promote institutional or legislative change – through leveraging political will, international support and public opinion – and to learn from how existing arrangements have or have not been able to respond adequately.
- **The design of a NDMA and its institutionalisation requires a specific, flexible, political process:** each country requires a solution to match its particular risks, capacities and characteristics; flexibility to adapt to changing priorities and emerging opportunities; and commitment of political stakeholders.
- **A well-defined legal structure is needed:** co-existing old and new institutional structures leads to confusion, gaps and duplications.
- **A NDMA needs to have the authority and legitimacy to coordinate all the bodies involved in disaster management:** this is particularly affected by its location within government and its access to adequate capacity and resources.
- A NDMA’s institutional structure should **support: decentralised disaster management; interagency and inter-sectoral cooperation; linkages with NGOs; and relationships with international donors.**
- There is an opportunity for NDMAs to improve and institutionalise **systematic learning and capacity building support.**

2. NDMA institutional models

Worldwide

There are few reviews that provide comparative analysis of the institutional structures of NDMAs, either in South Asia or worldwide. One exception is a 1998 guide by Interworks for developing a national disaster risk management (DRM) structure which provides an overview of the various options for structuring a central body for disaster management.¹ Interworks uses the term 'National Disaster Management Office' (NDMO), and lists four models:

- Locating the NDMO within the prime minister's office
- Locating the NDMO within a line ministry
- No single NDMO but certain ministries have their own disaster units or departments
- An apex committee chaired by the prime minister with other ministers and regional council members, and a central commission which acts as the secretariat

Interworks (1998) finds that their sample countries commonly operated a dual system with a National Disaster Committee² providing authority and ministerial coordination and a NDMO for implementing disaster preparedness and response. In most countries the national committee is concerned with both policy making and operational affairs with the NDMO acting as the executive arm. The NDMOs tend to be smaller departments, serving as the focal point for disaster management, with staff increasingly trained as professional disaster managers. The NDMO may or may not be responsible for operations (ibid.).

Featherstone (2014: 12) reports that commonly NDMA functions include "management of administrative and procedural issues, development of policy and legislation, and institutional support and resourcing. At an operational level, NDMAs are responsible for coordinating preparedness, relief and recovery".

Asia and Pacific

An Asian Development Bank review of national DRM in the Asia and Pacific region finds three models for the DRM focal point agency in the region (Ishiwatari 2013): (i) the focal point for DRM is designated as a coordination agency without any implementation role; (ii) it is located in parallel with other line ministries in the government; and (iii) it is developed from already existing implementing organisations.

Ishiwatari (2013: 10-11) finds the first model most desirable as it can act as a neutral coordinator with no implementation role. This type of agency tends to be designated under a leading national body, such as the prime minister or president's office. When this agency reports to the head of state, it has the capacity to coordinate other line ministries. This type of model is found in Indonesia and Japan (ibid.).

South Asia

Since the 2005 Indian Ocean tsunami, several countries in South Asia have passed Disaster Management Acts and created NDMAs (White 2015). Pakistan (from 2007), India (2005), Sri Lanka (2005)³, and

¹ Based on fourteen country cases.

² The National Committees are typically composed of representatives from different ministries and departments and the Red Cross/Red Crescent and possibly representatives of donor agencies, NGOs and the private sector.

³ http://www.dmc.gov.lk/index_english.htm#

Afghanistan (2007) have NDMA or National Disaster Management Centres (in the case of Sri Lanka) with accompanying National Disaster Acts (ibid.). However, this review has not found any comparative synthesis of the types of NDMA models in South Asia. There is a World Bank 2014 review of disaster risk management in South Asia which briefly describes countries' disaster management institutions and comments on their strengths and weaknesses (World Bank 2014).

Bangladesh

Institutional set-up

Since the change of government administration in 2009, disaster management has undergone a paradigm shift, shifting focus from relief and rehabilitation to risk reduction (Ayliffe 2015). The redrafting of the Standing Orders on Disasters (SODs) in 2010 and enactment of the 2012 National Disaster Management Act and the five year National Disaster Management Plan (NDMP) (2010-15) (the next plan is currently being drafted), provides the new legislative framework and revised institutional arrangements (Bangladeshi Awami League 2014; Ayliffe 2015; World Bank 2014).

The apex National Disaster Management Council (NDMC), led by the Prime Minister, formulates and reviews disaster management policies. Under this, the Inter-Ministerial Disaster Management Coordination Committee (IMDMCC) implements policies and decisions; the IMDMCC is assisted by the National Disaster Management Advisory Committee (NDMAC) (World Bank 2014). A number of other national committees were established under the NDMC by the SODs,⁴ with the aim of improved coordination of disaster management activities. However, not all are functioning and there is no overall review of their status (Ayliffe 2015: 15)

The government's Bureau of Disaster Management and Relief was upgraded into the Disaster Management and Relief Division (DMRD). Subsequently, disaster management and relief became a full-fledged ministry, the Ministry of Disaster Management and Relief (MoDMR).⁵ Within MoDMR, the Department of Disaster Management (DDM) was established in 2012 and is the central unit responsible for overseeing implementation of the National Disaster Management Act 2012.⁶

Roles and responsibilities

MoDMR's core responsibility is to lead national risk reduction reform programmes. Its DDM provides support, services, advice, information and action plans for the full cycle of disaster management. The DDM is mandated to implement the National Disaster Management Act 2012, aiming to reduce disaster impact vulnerability by: undertaking risk reduction activities; conducting humanitarian assistance programmes to enhance the capacity of the poor and disadvantaged; and strengthening and coordinating programmes led by the government and NGOs related to disaster risk reduction and emergency response (Bangladeshi Awami League, 2014; BDKN, 2013).

⁴ See Ayliffe 2015: 15 for complete list.

⁵ Note this ministry was only recently formed, separating food from disaster relief. A number of sources accessed for this report still referred to the Ministry of Food and Disaster Management (MFDM).

⁶ Department of Disaster Management website (18 December, 2014):

<http://www.ddm.gov.bd/site/page/48e43e67-78e6-428f-9be1-584e9f93446d/Creation>

At the sub-national level, Disaster Management Committees coordinate and review disaster and relief operations. The SODs and NDMP provide the set of expected activities and guidance on how the committees should develop and monitor disaster management plans.

India

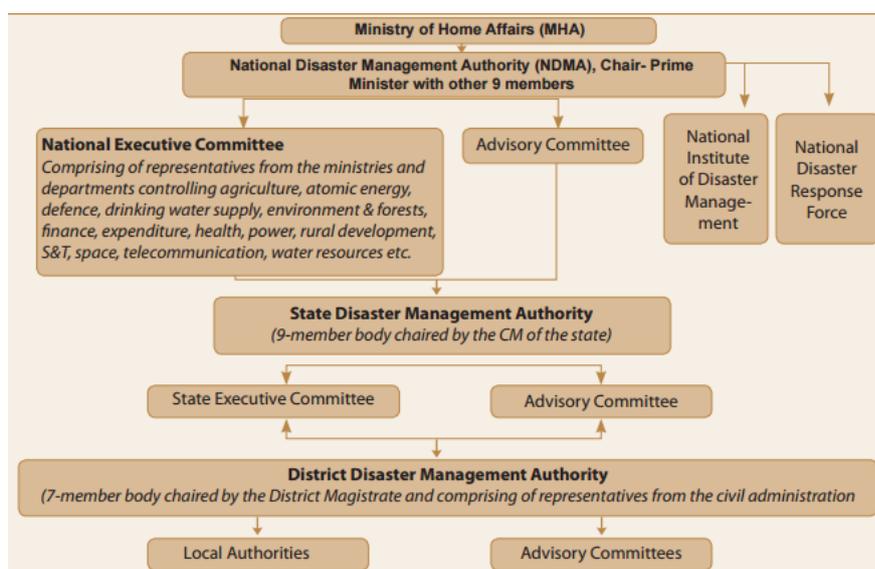
Institutional set-up

The NDMA was mandated in 2005 by India's first Disaster Management Act. It is housed in the Ministry of Home Affairs (MHA), with the Home Secretary chairing the NDMA's National Executive Committee (NEC) (MHA, Government of India 2011: 59). In 2009 the NDMA produced the National Policy on Disaster Management outlining the strategy and institutional governance arrangements for disaster management (MHA, Government of India 2009). The transition to the new institutions has been incomplete, with the old central National Crisis Management Committee continuing to function; state and district authorities formalised gradually; and nodal ministries leading on different disaster types under the MHA (MHA, Government of India 2011: 56).

The NDMA was originally configured with the Prime Minister as Chairperson, a Cabinet Minister as Vice Chairperson and eight other members with the status of Ministers of State. (White 2015: 16). A major review in 2011 identified concerns with the low capacity of the politically appointed NDMA members, and a top-heavy structure that caused state-level delays. Subsequently, the NDMA was reformed, reducing the number of members to three, and lowering their status to secretary (ibid.: 17-18).

The NDMA is supported by a think-tank National Institute of Disaster Management (NIDM) – housed within the MHA and responsible for conducting and promoting research, training, and capacity building on disaster management – and the National Disaster Response Force (NDRF), consisting of 11 battalions of paramilitary forces deployed throughout the country (World Bank 2014: 67; White 2015: 17). NDRF deployment is mandated by the NDMA (White 2015: 17). At the sub-national level there are state disaster management authorities and district disaster management authorities.

Figure 2: national disaster management structure in India (as reported by MHA in 2011)



Source: MHA, Government of India 2011: 60

Roles and responsibilities

The NDMA is the apex body responsible for developing, enforcing and implementing policies, plans and guidelines for disaster management, while India's state authorities are responsible for disaster risk management, to be supported by the NDMA when disaster overwhelms a state's response capacity.⁷ Overall the NDMA is responsible for coordinating the enforcement and implementation of the policy and plans for disaster management.⁸ The World Bank (2014: 67) reports that the NDMA is responsible for all types of natural disasters, except for the management of droughts which are led by the Ministry of Agriculture.

When it was first set up, the NDMA created around 20 guidelines on DRM topics, aiming to assist the central ministries, departments, and states to formulate their disaster management plans (White 2015: 17). The NDMA's NEC has particular responsibility for helping to prepare, coordinate and monitor the National Plan and guidelines issued by NDMA (MHA, Government of India 2011: 59). NDMA has the power to approve the National Plans and ministerial and departmental plans.⁹ The NDMA is also responsible for recommending the provision of funds to mitigate disasters and providing support to other countries affected by major disasters as determined by the Central Government (MHA, Government of India 2011: 57-58) (see the NDMA website for a full list of roles and responsibilities).¹⁰

Pakistan

Institutional set-up

After the 2005 earthquake, the Government of Pakistan promulgated the National Disaster Management Ordinance in 2006, which was converted to the 2010 National Disaster Management Act. This provides the institutional and regulatory framework for a comprehensive disaster management regime (World Bank 2014: 89). The NDMA was established to act as the national coordinating agency for disaster risk reduction which, together with the Earthquake Reconstruction and Rehabilitation Authority, is responsible for all aspects of DRM (ibid). The NDMA is the executive arm of the National Disaster Management Commission (NDMC), the highest policy making body in the field of disaster management, chaired by the Prime Minister with representatives from federal ministries and provincial governments (ibid.; Abbasi et al 2014: 9). The NDMA chairman is appointed by the Prime Minister and is based in Islamabad (IRIN 2014).

The 2010 National Disaster Management Act also established the National Institute of Disaster Management, with responsibilities for research and training, as well as a National Disaster Response Force for more specialised management of disaster events.¹¹ At sub-national levels, there are Provincial Disaster Management Commissions, and, under a 2010 modification to the NDMA law to improve early warning and delivery, Provincial Disaster Management Authorities (PDMAs) and District Disaster Management Authorities (DDMAs) mandated to undertake disaster management functions (World Bank 2014: 89; IRIN 2014)

⁷ <http://www.sarc-sadkn.org/countries/india/institution.aspx>

⁸ <http://www.ndma.gov.in/en/about-ndma/roles-responsibilities.html>

⁹ <http://www.sarc-sadkn.org/countries/india/institution.aspx>

¹⁰ <http://www.ndma.gov.in/en/about-ndma/roles-responsibilities.html>

¹¹ <http://www.preventionweb.net/english/professional/policies/v.php?id=32317>

Roles and responsibilities

The NDMA is tasked with the implementation, coordination and monitoring of all disaster risk management activities in the country, acting as the secretariat of the NDMC. From its inception, the NDMA has had an equal emphasis on disaster risk reduction as on response (Abbasi et al 2014: 9).

The NDMA coordinates the emergency response of the federal government in the event of a national level disaster through the National Emergency Operations Centre (NEOC). For other individual disasters, the overall responsibility to prepare for and respond to these has been devolved to the sub-national level. The DDMA's have initial responsibility for alerts, with the provincial government determining if further assistance is required and involving the federal government and the NDMA as necessary (IRIN 2014). The NDMA can call for international humanitarian assistance after assessing the situation and is the lead agency for coordinating international cooperation.¹² The NDMA also serves as the lead agency for NGOs to ensure their performance meets accepted international standards.¹³

The NDMA runs an emergency disaster helpline. Its staff are made up of specialist personnel, (e.g. urban rescue teams), and community-level workers countrywide. It has stocks of emergency supplies and works with the military when helicopters, boats and vehicles are needed (IRIN 2014). It is responsible for establishing disaster management Authorities and Emergency Operations Centres at provincial, district and municipal levels in hazard-prone areas.¹⁴

The NDMA's role includes promoting disaster risk reduction and management, which it has done through developing the National Disaster Risk Reduction Policy (2013),¹⁵ and the ten year National Disaster Management Plan (2012-22);¹⁶ district DRM plans; and contingency plans for specific types of disasters.¹⁷ It also supports mainstreaming disaster risk reduction into federal ministries' development planning and policy; promoting local level resilience through PDMA and DDMA capacity building; and supporting capacity development for post disaster recovery, producing the Pakistan Flood Early Recovery Framework and individual sector strategies¹⁸ (see the NDMA website for a full list of its responsibilities¹⁹).

Other cases in the region – Afghanistan and Sri Lanka

World Bank (2014) provides a brief summary of the DRM institutional framework for countries in South Asia. Here is the information given for Afghanistan and Sri Lanka. Due to time constraints, this information has not been triangulated with the national governmental websites or more recent information.

¹² <http://www.ndma.gov.pk/aboutNDMA.php>

¹³ <http://www.ndma.gov.pk/aboutNDMA.php>

¹⁴ <http://www.ndma.gov.pk/aboutNDMA.php>

¹⁵ The 2013 National Disaster Risk Reduction Policy is focused on building resilience, setting out priorities and guidance for disaster risk assessment, prevention, mitigation and preparedness (Abbasi et al 2014: 9).

¹⁶ The National Disaster Management Plan identifies roles and responsibilities of the relevant stakeholders in emergency response and defines the measures to be considered necessary for disaster management and risk reduction, including human resource development, and investment in early warning systems and community-based DRM (Abbasi et al 2014: 9).

¹⁷ http://www.saarc-sadkn.org/countries/pakistan/major_initiative.aspx

¹⁸ http://www.saarc-sadkn.org/countries/pakistan/major_initiative.aspx

¹⁹ <http://www.ndma.gov.pk/aboutNDMA.php>

Afghanistan

“Currently, the Afghanistan National Disaster Management Agency (ANDMA) is responsible for coordinating and managing all aspects of disaster preparedness and response. Under the ANDMA, the National Disaster Management Commission (NDMC) serves as the apex body within the country’s DRM institutional framework. The role of the Commission is to formulate national policy on disaster management, including periodic reviews. The NDMC is chaired by the Second Vice President and comprises representatives from key government ministries and national agencies.

To effectively manage disaster preparedness and response activities ... a National Emergency Operations Centre (NEOC) is managed by the ANDMA. On a decentralized level, the ANDMA established functional offices in all 34 provinces of Afghanistan. The Provincial Disaster Management Agencies (PDMAs) are mandated to support the Provincial Disaster Management Commissions/Committees (PDMCs) that are headed by the respective Provincial Governors. At the district level, District Development Committees (DDC) and Community Development Councils (CDC) have been established across the country and are responsible for disaster preparedness and response” (World Bank 2014: 41).

Sri Lanka

“... the Sri Lanka Disaster Management (DM) Act, No. 13 of 2005, was enacted in May 2005. Under this Act, the National Council for Disaster Management (NCDM), chaired by the President and vice chaired by the Prime Minister, was established as the apex body for DRM coordination and monitoring in Sri Lanka.

The Ministry of Disaster Management was empowered as the leading ministry, and the Disaster Management Center (DMC) was established as the executing agency for DRM, responsible for implementing the directives of NCDM. Since the Act was created, the DMC has become the national level nodal agency responsible for coordinating all aspects of DRM, from disaster risk mitigation policies and plans, to damage assessments and post-disaster reconstruction. The Center has also promoted collaboration between local level DRM programs and has guided their development to ensure alignment with sector development programs” (World Bank 2014: 99).

3. Lessons learned

This review has focused in particular on lessons from South Asia but also includes wider findings and recommendations.

Using the post-disaster window of opportunity for change

A number of studies point out that disasters can offer a window of opportunity to promote institutional or legislative change, through leveraging political will, international support and public opinion (Featherstone 2014: 47; IFRC and UNDP 2015: 17). Moreover they can provide “an opportunity to learn from the past, as they may reveal inadequacies within existing arrangements and highlight risk factors that may not have been considered previously” (IFRC and UNDP 2015: 17).

Need for specificity and flexibility

UNDP (2007: 40) finds that DRM institutional development does not follow a linear path and there are no blueprints. Each country requires a specific solution for its individual profile of risks, capacities, and historical, geographical, political, social and economic characteristics. Also flexibility is required to adapt to changing priorities and emerging opportunities.

Political process

A 2007 UNDP review of institutional and legislative capacity for DRM²⁰ concludes the construction of a national legal and institutional system for DRM is a political process, not a technical issue, which must mobilise and reconcile the political interests of stakeholders (UNDP 2007: xv; Ferris 2014: 7). Securing the commitment of stakeholders is particularly critical when the law mandates changes to existing institutional structures and individuals with incentives to maintain the status quo (IFRC and UNDP: 27).

Establishing a strong legal framework

IFRC and UNDP (2014a) finds that no single governmental agency can alone safeguard a nation against disaster risks; common rules, well-defined legal mandates and plans are needed.

A particular issue highlighted by the South Asia cases in this review is that often new institutional structures exist alongside rather than replacing older set-ups, which can lead to confusion, gaps and duplications. For example, Abbasi et al (2014: 11) report that in Pakistan the National Disaster Management Act (2010) does not replace or override the Calamity Act 1958 resulting in an overlap of mandate for disaster response. After the 2010 floods a lessons learned exercise by the Pakistan NDMA found that the National Disaster Management Act did not clearly identify which department had legislated authority to control the activities of other government agencies (Harvey and Harmer 2011: 33)

IFRC and UNDP (2015) have developed a practical Checklist and Handbook on Law and Disaster Risk Reduction to support lawmakers, officials, practitioners in ensuring their laws provide the best support for DRR, including through bringing national legal frameworks in line with existing international standards (particularly the Sendai Framework). The key steps in their recommended legal review process are: stakeholder buy-in; context analysis and review of secondary information; legal mapping and analysis; multi-stakeholder discussion; addressing recommendations from the legal review; drafting process; supporting policy and regulations; monitoring implementation (ibid.).

National level leadership and legitimacy

Interworks (1998: 1) highlights that a key design principle for institutionalising an effective national DRM system is to establish a key focal agency with the authority and resources to coordinate all bodies for disaster management such as ministries, international donor agencies, NGOs and the private sector.

Location and status within government

The location of the NDMA within government will affect its authority. Interworks (1998: 4-5) finds that NDMAs located in the prime minister's or president's office are more able to coordinate across line ministries, and to facilitate a close working relationship between the policy formulating body (such as a

²⁰ Covering 19 countries across five regions.

national disaster committee) and the operational implementing agency (ibid.: 1) (see also a similar recommendation by Ishiwatari, 2013).

Looking at India's NDMA, recent changes to its size and political ranking – decreasing the number of members and reducing their status from Ministers of State to Secretaries – have led to concerns that this signals a de-prioritisation of disaster management within the Indian government, leading to lower capacity and hampering liaison with the higher-ranking State Ministers (White 2015: 18).

Once an institutional structure is established, further efforts are required to ensure effective coordination across a government. In Bangladesh, a recent review of lessons learned (Ayliffe 2015: 13) found little knowledge of the disaster management legislative framework across ministries in Dhaka and at the local level, while preparedness, recovery and even response activities carried out by other Ministries are not consistently shared with the coordinating ministry (MoDMR). Ayliffe (ibid.) recommendations include:

- Introducing a monitoring system which analyses the implementation of the NDMP and the SODs in normal times and during response and recovery.
- A review to focus on capacity-building efforts.
- Monitoring of budget allocations from both within MoDMR and across all service providing line ministries to track real investment levels in DRR relative to expenditure on response and recovery.
- Improved communication from MoDMR to government and the whole of society to increase awareness, buy-in and accountability of the disaster management policy.

Capacity and resources

Others highlight that NDMA legitimacy is affected by access to adequate capacity and resources, which will affect an NDMA's ability to manage the necessary complex processes (Aysan and Lavell 2014: 8). On the one hand, the increasing global visibility of disasters and NDMA's potential for promoting policy and practice change can provide important opportunities for NDMA's to compete for resources (ibid.). On the other hand, NDMA's compete for influence and resources with other government agencies, and are affected by short-term political planning horizons and frequent staff rotations (Featherstone 2014: 46; Abbasi et al 2014: 10). For example, looking at the case of Pakistan, the World Bank (2014: 89) finds that the disaster risk agenda has not received sufficient resources to make significant progress. A lessons learned review by Pakistan's NDMA found that a lack of resources (only 21 people in its team and an annual budget of approximately USD 750,000) did not allow it mount a centrally organised and cohesive national response to the 2010 floods (Harvey and Harmer 2011: 33).

A common issue is a capacity gap at the sub-national level, highlighted by various studies (Abbasi et al 2014; World Bank 2014; Ayliffe 2015; Harvey and Harmer 2011).

Links from centre to local government

IFRC and UNDP (2014a: 22) report that a key role in DRR was allocated to local governments in most of their sample countries.²¹ An NDMA's institutional structure will need to consider how best to support

²¹ IFRC and UNDP (2014b: 9) find three main types of local institutional arrangements: implementing institutions at the local level (e.g. in Guatemala and Namibia); general governance functions at the provincial

decentralised DRR. Interworks (1998: 1) highlights that links are critical between national, regional, district and community levels to facilitate implementation. In practice, however, policymaking disaster management bodies tend to be urban, with gaps between centralised governments and local (particularly rural) communities (UNDP 2007, summarised in Ferris 2014: 8).

IFRC and UNDP (2014a) call for further study of NDMAs to examine the extent to which DRM has been decentralised and whether designated decentralised structures receive adequate financial and human resources to carry out their work (Ferris 2014: 7).

Coordination with other sectors and stakeholders

IFRC and UNDP (2014: xi) find that the central agencies appointed as the national focal point for disaster management – such as a national disaster management agency or a civil defence office – often need to strengthen their coordination with other sectors and stakeholders, especially those related to development planning and climate change adaptation. As DRM is a cross-cutting issue, the required interdisciplinary and multi-sectoral approaches depend upon institutionalisation and the creation of appropriate mechanisms to facilitate interagency and inter-sectoral cooperation (UNDP 2007: xiii).

In particular, Interworks (1998: 7) recommends strengthening the linkages between mitigation, preparedness, relief and reconstruction. This includes considering institutional arrangements to improve the linkages. The examples given include prioritising mitigation measures; establishing special mitigation sections; and promoting a congruent approach across ministry lines, such as employment generation schemes for integrating disaster management with development objectives.

Linkages with NGOs

Interworks (1998: 8) finds that the linkages between NDMOs and NGOs are of vital importance to effective disaster management. While most national structures involve NGOs, it is mainly for relief and reconstruction activities. The study recommendations include integrating NGOs and the Red Cross/Red Crescent into all levels of the national structure, as well as encouraging national NGOs and the Red Cross to serve as linkages between government and local communities (ibid.).

Relationships with international donors

The dynamics created by the international actors can hamper coordination by NDMAs, for example, through a lack of respect for, and consultation with, government (Harvey and Hamer 2011: 33). In 2011 Harvey and Hamer found that mechanisms for OECD Development Assistance Committee (DAC) donors to directly support NDMAs following disasters were being discussed but had yet to be put into place (ibid.: 7).

Learning²² and capacity building support

While NDMAs generate considerable knowledge through various methods, only the better-resourced NDMAs have a systematic approach to organisational learning, according to the ALNAP review of NDMA

and local levels supplemented by DRM advisory committees (e.g. in South Africa and Algeria); and use of existing local government institutions (e.g. in Iraq and Italy).

²² This section draws on an earlier helpdesk report – Rohwerder 2015 – which has further detail on learning by the national humanitarian response.

learning (Featherstone 2014: 46). Often, knowledge is not systematically captured, analysed or shared within NDMA's (ibid.). Opportunities to strengthen NDMA effectiveness include through institutionalising exercises such as capacity assessments and plans to address gaps in knowledge; hazard risk assessments; after-action review and evaluations;²³ simulations; and development of disaster policies and guidelines (Featherstone 2014: 477-48). These types of learning outputs can be used to raise an NDMA's profile across government and lobby for additional disaster management resources (ibid.).

Featherstone (2014: 47-48) found that peer-to-peer support from fellow NDMA's (bilaterally or facilitated by regional institutions) was the type of capacity building support most valued by NDMA participants in his study. Abbasi et al's (2014: 44) review of national and local capacity building for disaster risk management in Pakistan finds that a sense of ownership and national level capacity gains are more likely when the NDMA leads on capacity building for DRM and is closely involved in a capacity-building programme's governance structure. Abbasi et al (2014) find that Pakistan NDMA's strong partnership in the activities of One UN DRM has facilitated the process of capacity development at national level. Success factors include the close alliance of UNDP's work with the priorities of the NDMA, the chairing role of the NDMA on key decision bodies and its ultimate responsibility for implementation (ibid.).

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²³ Some NDMA's (e.g. Pakistan and India) have a statutory requirement for a review to be conducted following a national crisis (Featherstone 2014: 47; 23).

- Ferris, E. (2014). *Better together: Regional capacity building for national disaster risk management*. Brookings. <http://www.brookings.edu/research/papers/2014/08/06-regional-capacity-building-disaster-risk-management-ferris>
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