

What makes International Standards interesting for National Disaster Management Authorities?

- Opportunities and Challenges of engaging with NDMAs -



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Consultancy project: March 2019

Acknowledgements

The research group would like to thank Aninia Nadig (Sphere Association) and Stuart Gordon (LSE) for their support and guidance throughout the process of this project. We would also like to express our sincere gratitude to all the interviewees, who have taken time from their busy schedules to respond to our questions and cooperate with our research. Without their valuable insights, knowledge and experience, which underpin the ideas in this project, our research would not have been possible. Last but not least, a special thank you to Ben Mountfield (Independent Consultant), for sharing your perspectives and understandings, which greatly helped in directing our research.

DISCLAIMER:

Please note, all findings, conclusions and recommendations in this report are the views of the authors and do not reflect the views of the Sphere Association or the London School of Economics and Political Science

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List of Acronyms

AAR	After Action Review
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
ALWG	Accountability Learning and Working Group
ANDMA	Afghan National Disaster Management Authority
CCCM	Camp Coordination and Camp Management
CWSA	Church World Service Asia
CWS	Church World Service
DDM	Department of Disaster Management (Bangladesh)
FAO	Food and Agriculture Organisation of the United Nations
GEJE	Great East Japan Earthquake
IDP	Internally Displaced Person
INGO	International Non-Governmental Organisation
JANIC	Japan NGO Center for International Cooperation
JQAN	Japan Quality and Accountability Network
JVOAD	Japan Voluntary Organizations Active in Disaster
MSF	Médecins Sans Frontières
NDMA	National Disaster Management Authorities
NHK	Nippon Hoso Kyokai – Japan Broadcasting Cooperation
NGO	Non-Governmental Organisation
SCB	Sphere Community Bangladesh
Sphere	The Sphere Association
ToR	Terms of Reference
ToT	Training of Trainers
UNSCN	United Nations Systems Standing Committee on Nutrition
WASH	Water Supply, Sanitation and Hygiene Promotion
WFP	World Food Programme

Executive Summary

The adoption of international standards in national disaster response is expected to improve the quality and coordination of humanitarian response and disaster preparedness at a national, regional and international level. The purpose of this report is to examine the main opportunities and challenges for engaging with National Disaster Management Authorities (NDMAs) and to look at how best to enable and support NDMAs to adopt international standards and principles in their national emergency response.

Using desk research as well as data from primary interviews, the report aims to further understanding on the main factors which enable or inhibit the adoption of international standards. While context analysis and good planning are key factors in supporting an effective process of advocacy to develop national standards for disaster response, this report aims to draw generalisable lessons for how organisations can approach or work with NDMAs, based on what has been successful in the countries that have adopted Sphere standards and principles in their disaster management policies.

The report is divided into six key themes. The first section, *Engaging with NDMAs*, sets up the framework of the report, and looks at how NDMAs are structured, how they function, and how they change or adopt new policies. Second, the *Process of Contextualisation*, looks at how existing processes in Sphere's approach can be better utilised to overcome some of the main barriers to adoption of international standards by NDMAs. The remaining four sections set out some of the approaches, mechanisms and methods for best practice in successfully enabling NDMAs to adopt international standards in their national response. Each section includes key learnings, which inform the recommendations and suggestions for increasing future adoption of international standards.

KEY RECOMMENDATIONS

For Sphere Focal Points & Champions

- Prioritising NDMA and Government engagement
- Conducting stakeholder assessment and mapping
- Utilising the process of contextualisation to enable NDMA adoption
- Sustained communication targeting NDMAs and Government
- Increasing engagement with academia
- Framing Sphere: linking with national priorities

For Sphere Association

- Broader cross section of Focal Points and inclusion of key actors
- Engaging Focal Points who can advocate more effectively with NDMAs
- Adapting Sphere online resources for NDMA engagement

Part 1: Introduction

Significance of the Research Question

Fostering the capacity of the Sphere network to work with national and local authorities is a key pillar of Sphere's strategic plan.¹ In line with this objective, this report was commissioned by the Sphere Association (Sphere), in partnership with the Department of International Development at the London School of Economics and Political Science (LSE), to understand why NDMAs use or do not use internationally agreed humanitarian standards in their disaster management. The study draws on literature on institutional behaviour, theory of change and advocacy theory as well as primary research data from case studies in order to analyse best practices and draw generalisable lessons on what has led NDMAs of disaster affected countries to use and adopt international humanitarian standards. The aim is to provide some recommendations for how Sphere, working with and through its network of Focal Points and champions, can enable NDMAs to adopt the Sphere principals and standards in their national response.

In answering the central questions highlighted in the scope of this consultancy project, the report puts forward illustrative country case studies charting the progress and degree of adoption in the chosen countries, while seeking to explore what factors lead to adoption, as well as to understand barriers to adoption. This research seeks to address what the windows of opportunity are for further engagement with NDMAs, who else Sphere and Sphere representatives should be engaging with, including additional pathways, modes of articulation and mechanisms that can and should be used in promoting further engagement by NDMAs with the international standards.

In order to ensure compliance with Sphere's existing workstreams and approach, this report builds heavily on the 'Sphere standards in national humanitarian response: Engaging with National Disaster Management Authorities' Discussion paper of 2016.²

Context and Key Concepts

Sphere was first established in 1997 and was initially developed by a coalition of European and American NGOs and the Red Cross and Red Crescent Movement. The primary objective of Sphere is to improve the quality of humanitarian assistance and the accountability of humanitarian actors to their constituents, donors and affected populations.

The Sphere Handbook, Humanitarian Charter and Minimum Standards in Humanitarian Response, is one of the most widely known and internationally recognised sets of common principles and universal Minimum Standards in humanitarian response.³ The Handbook is based on the core beliefs that (1) disaster-afflicted populations have the right to life with dignity and assistance and (2) all human suffering related to disaster or conflict should be alleviated. The Handbook is divided into four main components:

- **The Humanitarian Charter** is the handbook's 'cornerstone' which expresses a shared commitment to relieve suffering and provide assistance based on needs. It also recognises that people have the right to assistance and life with dignity.
- **The Protection Principles** translate the principles and rights outlined in the Humanitarian Charter into four principles to inform humanitarian action.
- **The Core Humanitarian Standard** consists of nine commitments that organisations involved in humanitarian work must uphold to improve the quality and accountability of their humanitarian response

- **The technical chapters** list the universal minimum qualitative standards that all organisations should achieve during a humanitarian intervention. These include key actions, key indicators and guidance notes to help illustrate successful implementation of the Minimum Standards and suggests strategies for organisations to achieve context-specific responses.

The Handbook was first published in 2000 and has been revised in 2003, 2011 and in 2018, in a collaborative and participatory manner. The Sphere Handbook is used as a reference tool by national and international NGOs, UN agencies, and increasingly by national governments.

Defining adoption

This report has defined adoption broadly, separated into three categories as represented below:

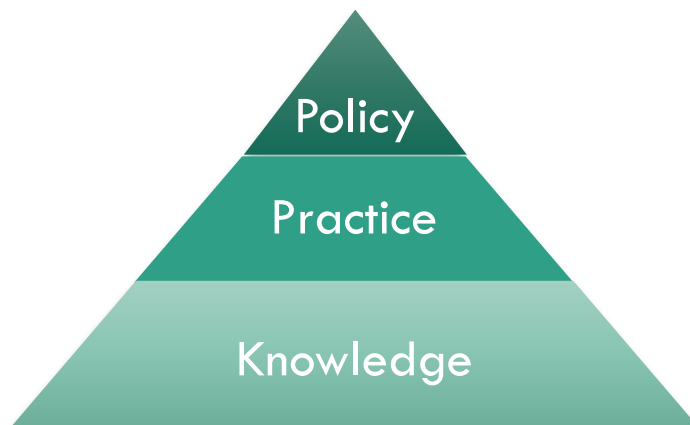


Table 1: Levels of adoption of Sphere standards and principles by NDMAs

- Knowledge Level

This is the lowest level of adoption, where NDMA officials are aware of the Sphere standards and indicators and are aware of the benefits of using them in humanitarian response and planning.

- Practice Level

NDMA officials are aware of the Sphere standards and use them in their humanitarian responses. At this stage, while Sphere standards may be known and used, they are not institutionalised, and thus, whether the Sphere standards and principles are used is dependent on more on individuals.

- Policy Level

The Sphere standards are adopted into the country's national disaster management policy or national disaster plan and are incorporated into the legislative framework (usually in written form in publicly available documents). The use is no longer dependent on individual knowledge.

Methodology

Research design

This study is based on both primary and secondary data; gathered through desk research of academic literature on Sphere, policy making and institutional theory, and grey literature including policy reports, discussion papers, documents from NDMAs and NGOs in the case study countries. This information, data and theoretical framework has then been supplemented with interviews with actors associated with Sphere, such as humanitarian practitioners and Government officials for each case study country, in order to generate analysis, evidence-based learnings and provide recommendations to Sphere regarding the next phase of engagement with NDMAs.

Desk Research

Initial research was conducted to understand the structure of NDMAs, particularly on NDMAs in South Asia. This was then analysed with institution theory, as well as policy theory, to identify how national institutions were able to adopt international standards, and what drives change in NDMAs. Research was also conducted to look at the degree of Sphere standard adoption in each of the case study countries, to understand the factors which led to adoption, and the obstacles encountered. Due to language constraints we relied on sources in English and Japanese.

Interviews

A total of 23 primary interviews were conducted between November 2018 and March 2019. Interview subjects included Sphere Focal Points, Sphere trainers, local and international NGO workers, NDMA stakeholders and other relevant actors from the five countries (refer to annex: list of interviewees). The Sphere Focal Points in each country acted as the primary point of contact, hub of knowledge and as gatekeepers for other actors; particularly with NDMAs and other key actors in the countries. Additionally, the research group reached out to Sphere trainees based in the UK prior to Sphere Focal Point interviews, to better understand the key themes and context. All interviews were semi-structured, recorded with the interviewees' consent and they have been able to remain anonymous if requested, in accordance with the LSE research guidelines. Alternatively, interviews over email has also been used to in place of Skype or direct interviews, if required. In the process of analysing interviews, the research group has coded key terms which was frequently mentioned in interviews and emails, which have been categorised in overarching themes and sub themes.

Case study countries: selection and justification

This report focuses on three full case studies and two supplementary case study countries as follows:

- Afghanistan (full case study)
- Bangladesh (full case study)
- Indonesia
- Japan (full case study)
- Pakistan

Sphere requested that the country case studies provide a representative sample from which to draw generalisable lessons. The above case study countries, selected in consultation with Sphere and the LSE academic mentor, represent a range of political systems, NDMA structure, stability, types of natural hazards or crises, level of international community involvement and degree of adoption of the Sphere standards. As this project is based on the 2016 Sphere Discussion paper,

the group began exploring among the 17 case study countries listed in the original report, narrowing them down to 5. These countries were chosen due to their feasibility of having responsive, active, English speaking Focal Points, and availability of secondary sources which can be drawn upon to deepen our studies. Additionally, the group has focused case studies on Asia, to allow the study to draw on more comparative conclusions. Each of the countries are useful as a case study in their own merit, as they provide a scope of potential to explore the adoption of Sphere standards by NDMA's and can be referred to its recent or ongoing responses.

Main limitations which may impede the findings include:

- **Nature of the research question:** the broadness of the research question made it difficult to draw generalisable conclusions. Policies and behavioural change are usually the result of multiple factors, and it is difficult to determine what causes change
- **Availability of literature:** while there is extensive literature on institutional theory and how institutions change, there is less literature available on NDMA's in Asia. The group has tried to minimise these challenges by relying on multiple sources
- **Interview constraints:** with the research group being full time students, no field visits were possible. Majority of the interviews were conducted over Skype, which limited the depth and level of detail in which it was possible to explore some of the complex issues which are integral to the research question
- **Interviewee constraints:** as the primary point of contact relied heavily on Sphere Focal Points and their contacts, the group had to contact other relevant actors individually, when the suggested interviewees failed to respond. Additionally, access to NDMA's; given their position as Government officials proved to be difficult, limiting the opportunity to gather primary data from NDMA officials
- **Country context:** occasionally the country context hampered our research. For example, Indonesia experienced a tsunami and volcanic eruption in December 2018, which made it understandably difficult to engage with Sphere actors who were heavily involved in emergency response
- **Nature of the research content:** given that disaster and humanitarian response can be a sensitive topic for many stakeholders, especially for national Governments (particularly concerning the topic of international involvement), it was occasionally difficult to get honest answers
- **Influence:** it is important to take in to consideration, that the research group's position and interviewee's background may have influenced the outcomes of the responses. The group has been careful to ensure that the questions were open-ended, and non-complicated, to have transparent and regular contact with both the interviewees and client

Part 2: Data Analysis, Themes and Key Findings

This section of the report draws on institutional theory, theory of change and policy studies, supplemented with secondary source data from the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP); as well as primary evidence (from interviews with NDMA officials, government officials, and experts from NGOs and international organizations) to generate generalizable patterns on what has worked and what can work to persuade NDMA's to adopt international standards in their national responses.

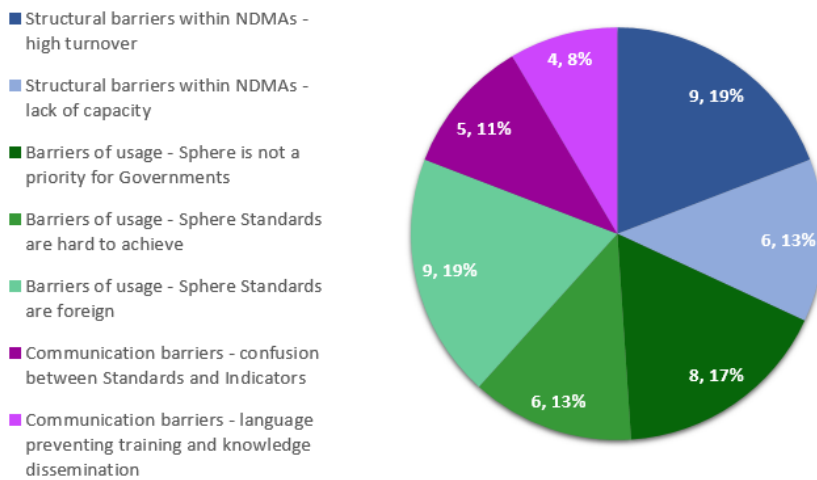
Engaging with National Disaster Management Authorities

National Disaster Management Authorities (NDMA's) are the principal institution responsible for coordinating disaster mitigation, preparedness and response in disaster prone countries. NDMA's follow similar patterns to Government institutions, and much insight about the way in which NDMA's operate can be gained from institutional theory. This section will explore the ways in which NDMA's and other state actors learn and change their humanitarian response policies and procedures and will highlight some conceptual gaps in Sphere's current knowledge of working with NDMA's, as requested in the ToR. It will explore some of the structural and operational barriers to i change in NDMA's, and the ways in which these barriers have been overcome.

Academic literature on NDMA's in South Asia, reveal some important insights about how NDMA's learn and adopt policy. One conclusion, which matches with our primary research on what factors led to adoption of the Sphere standards into policy and legislation, is that NDMA's learn through a process of review.⁴ Thus, countries where the National Disaster Management Authority has conducted a lesson learnt exercise, and where capacity gaps have been identified (frequently around coordination) are more likely to adopt Sphere as part of a plan to bridge these gaps. This is seen in Pakistan, where the country frames Sphere in a way which matches with the gaps identified to make it more likely for governments to adopt Sphere in their disaster framework. Interviews further suggest that the structure of the NDMA is one which makes NDMA's change or adopt new policies, where the structure of the NDMA and their position within Government is also a key determinant of how NDMA's learn and change. It could also be understood that framing Sphere in a way that matches with the identified gaps, may lead governments to easily adopt and accept Sphere in their disaster framework.

Structural and Operational Barriers to Adoption and how to overcome them

Main Obstacles to Adoption of Global Standards by NDMAs*



* Most common barriers preventing adoption of global standards, based on frequency of phase occurring in the data gathered from our 23 primary interviews. The most common phases have been grouped for efficiency and simplicity

Table 2: breakdown of the main trends of challenges for Sphere adoption by NDMAs

Research by ALNAP has identified that one of the barriers hampering change within NDMAs, is the comparatively high turnover of staff in NDMAs.⁵ These turnovers, or the Government rotation of staff among various ministries, has been mentioned by many of our research subjects as a key obstacle to the process of raising awareness of Sphere with NDMAs, preventing the use and adoption of international standards in national response. These operational and structural barriers could be overcome through a focus on facilitating knowledge sharing, on building up awareness among a wider cross section of officials, on incorporating an understanding of Sphere standards and principles into academia and other formal learning opportunities for civil servants or NDMAs, and on training NDMA officials as Sphere trainers during the ToTs.

Featherstone also notes that NDMAs compete for influence and resources with other government departments and are subject to short-term political agendas, which makes it harder to push for the adoption of international standards in national response planning and policies.⁶ A common theme raised in our interviews was that it was difficult to advocate for adoption of Sphere, as this was not seen to be a priority for the Government. However, our research has shown that one way in which this can be overcome, is by linking international standards to national priorities, national strategies and to national response mechanisms.

Key Learnings: Engaging with NDMAs

- Policy change happens through learning from the past and reflection; NDMAs which have conducted after disaster reviews or lessons learnt exercises are more likely to adopt the Sphere standards in their disaster management policies and procedures
- Building an understanding on the structure of the NDMA in a country; its position, level of influence, capacity and reporting line within the national political system is key in determining how best to engage with the NDMA
- It is important to understand the barriers to adoption that NDMAs face

The Process of Contextualization

As the 2016 Discussion paper details, contextualising international standards is a vital precursor and component of adopting international standards in national response policies.⁷ Contextualisation involves the process of national stakeholders agreeing on a set of relevant indicators based on Sphere. The importance of contextualisation has been covered extensively in academic literature and Sphere reports, thus, this study will focus on the process of contextualisation as an opportunity for promoting Sphere and as a way of overcoming some of the barriers to adoption for NDMAs. It is also worth noting that, contextualisation can be practiced in multiple ways; through a formal and structured process, or on a flexible and informal basis. This research highlights the learnings for how the process of contextualisation of the Sphere standards can be undertaken, which is most conducive to ensuring that NDMAs are able to adopt these standards and principles into their national disaster response policies and procedures.

Contextualisation as overcoming some of the negative perceptions of NDMAs

One of the common barriers to the adoption of Sphere standards, cited during our primary research interviews, was that NDMA representatives and Government officials negatively perceived the Sphere standards and principles as foreign or international. Linked to this is a second popular misconception that standards are too high to achieve, or unadaptable. These can be overcome via the process of contextualising Sphere.

Prior to the national consultation process in Indonesia, there was great resistance from NDMA officials to use the Sphere Handbook, as it was thought that Indonesia should determine its own standards.⁸ The NDMA consider the Sphere standards to be too high to achieve during non-disaster periods, hence, during a disaster, implementation is rarely considered and contextualised responses to the disaster are preferred. Moreover, if the people living in a vulnerable area live below the minimum Sphere standards, it is more likely that the government will not intervene because they do not want to risk undermining its existing development projects.⁹ In Japan, the opposite is true when preparing for and responding to natural disasters. The perception is that the Sphere standards were designed with developing countries in mind, and Japan with its own disaster management mechanisms and procedures in place, that are higher than Sphere's minimum standards, national and local government are less interested in adopting Sphere in national disaster response.¹⁰ The government has a tendency of not prioritising the adoption of foreign standards, because it believes Japan can manage its own response successfully and has been doing so for many years.¹¹ This fact is interestingly not shared by NGOs and field workers, who tend to be involved in emergency response abroad and believe Japan could benefit from the Sphere standards, meaning there is an ongoing struggle with the government for greater adoption.¹²

Across our case studies, there is a perception that the standards belong to NGOs, the UN and the Red Cross, and are unnecessary if national policy isn't based around a belief in human rights.¹³ Further barriers to adoption cited during our primary research interviews include NDMAs misunderstanding the distinction between standards and indicators. The terms are regularly conflated; *"15 litres (of water) per person per day... people talk about that being a standard, that is not a standard, it's an indicator"*.¹⁴ Sphere states that the standard calls for "a sufficient quantity of water, while the 15 litres in the indicator are a suggested value that may need to be contextualized."¹⁵ Engaging NDMAs in the process of contextualisation can hope overcome this conclusion.

Key Learnings: The Process of Contextualization

- Contextualisation is an essential component of ensuring that NDMAs adopt the Sphere Standards as part of their disaster management plans and policies
- When conducted in a more inclusive and formalised manner, and with maximum Government participation, the process of contextualisation can be used as an opportunity during which NDMAs gain a greater sense of ownership over the Sphere standards and principles
- The process of contextualisation can be used to overcome some barriers inhibiting adoption

Framing and Language

Another dimension to consider when looking at what makes national bodies adopt international standards is the framing and language used to advocate for the Sphere standards and principles.

Framing and Evidence

Academic literature on policy change notes the importance of linking evidence and audience type when advocating for policy changes.¹⁶ This applies when trying to increase the use of the Sphere standards and principles by NDMA officials (refer to figure 1: practice level, before policy change). NDMAs are usually civil servants, and studies have shown that the type of evidence and language which NDMA officials respond best to usually contains technical and objective details, data, and is rigorous in style.¹⁷

Context Analysis and Linking to National Priorities

While the importance of a context analysis has been mentioned in previous sections, it is particularly important for overcoming some of the barriers to adoption by linking the Sphere standards and principles to the national priorities for the country. A country such as Bangladesh, which is extremely vulnerable to the impact of climate change and rising sea levels, this will be high on the Government's agenda. Linking Sphere to the Government's national planning, such as the National Strategy on Management of Disaster and Climate Induced Internal Displacement¹⁸ can help increase NDMA interest in the standards. This can help to capitalise on opportunities to increase discussion by having a common set of standards for response. Interview discussions with Focal Points also show that this is a crucial factor in pushing for adoption.

Linking to Existing Disaster Management Plans

In the countries in which Sphere standards have been adopted, it is important to highlight that NDMA or an inter-Ministerial council have linked Sphere standards to existing disaster management policies and plans. Adoption of Sphere standards into policy and practice has shown to be more successful when the Focal Points have framed the connections between the standards and principles and have been able to demonstrate how Sphere can enhance, compliment and strengthen existing disaster management plans. As seen by addressing aspects through Sphere Focal Points in Japan; increasing accountability to affected populations and linking with the humanitarian charter and dignity of affected populations, have resulted in positive outcomes. Sphere should also be framed as a tool and common reference for better coordination within the country itself, and among national disaster response actors, not only for international coordinators.¹⁹

Language and Translation

The translation of the handbooks and the training materials into the local language is paramount to increasing the adoption of Sphere standards. Given that the NDMA officials are usually civil servants, they are less likely to be exposed to English than the NGO or humanitarian community. Language also creates a barrier during Sphere training. Sphere advocates in Japan soon recognised that language was a main barrier to increasing the number of Japanese Sphere trainers. When they originally began training in 2011, they invited Sphere trainees from abroad, who were only able to deliver training in English, limiting the range of people who could attend and prevented the spread of knowledge outside major urban centers. Since JQAN was established in 2015, they have been pushing to increase the number of Japanese trainers.²⁰ The Japanese

Sphere trainers deliberately include previous disasters which occurred in Japan as case studies, to increase familiarity and make trainings realistic, as well as inviting individuals or workers who have experienced disasters first-hand.²¹ The interviews have highlighted that local contextualization is only possible when language and past experiences work together; Kimura says *'it's also up to how well Sphere trainers can explain and familiarise participants on Sphere standards'* while Harada expresses that *'it is easy to say – we must learn from past experiences, unfortunately it is not always not that simple. We must continue to incorporate and circulate the lessons and challenges we have learned from past disasters in our training'*.²²

Key Learnings: Framing and Language

- NDMA's are more likely to adopt Sphere when linked to existing disaster national plans and government priorities
- Sphere can be framed for increasing both national and international coordination, which the former is more likely to make NDMA's interested in adoption
- NDMA's respond best to evidence based and technical arguments for advocating for the use of Sphere
- NDMA's engage better with Sphere in their local language



Image 1: Nahoko Harada, Sphere trainer, conducting training in Japan (NHK website, 2018)

Mapping the Actors: how and with whom to engage

Understanding key players, champions or blockers who will help or hinder the process of adoption is crucial. Secondary literature suggests that NDMAs can be structured in various ways, and one of the key differences is in the degree of centralisation that an NDMA has. Some NDMAs are formed in a more federal way; delegating responsibility for response to a certain degree to the provincial or municipal authorities. The case study countries have shown that, in some cases, particularly in NDMA structures which are less centralised and more federalised, there is great scope for promoting Sphere standards at a provincial or an urban level, particularly in more disaster-prone areas as addressed below. Another example is Pakistan, where the Provincial Disaster Management Councils have significant scope to write the disaster management plans and policies for their Provinces.²³

Box 1: Adoption of Sphere at a sub-national level

Tokushima Prefecture in Japan, which is heavily disaster prone, has adopted and makes explicit reference to the Sphere standards in their disaster management policies. Their actions are gradually influencing other prefectures to follow their example. *“It is difficult to bring drastic change to all the prefectures at the same time...there is more potential for Sphere to be included in discussions if we approach the local government one by one through a small but certain bottom up strategy.”*²⁸

Tokushima reflects a combination of factors worked together to lead to successful adoption. Local doctors and nurses who received training on Sphere through JQAN, approached the crisis management unit in the prefecture and noted that the existing prefectural disaster response mechanism was likely to make people *‘endure a difficult situation after an emergency’* and international standards were able to offer solutions and reduce the likelihood of the affected populations’ suffering. It is important to include a wide range of actors with local relationships and trust as a means of *‘changing the existing ways of doing things’*. An offer from a third party, could be perceived as foreign; it is not as powerful as when trust already exists between people, and has higher value to trigger behavioural change. *‘This is why the selection of ToT trainings is critical... that way you will increase the possibility of reaching out on a personal basis’*¹¹



Image 2: Map of Japan and Shikoku - retrieved from <http://www.tourismshikoku.org/discover/>

For more information refer to Annex 2.3 Japan, Tokushima Prefecture

Sphere Country Focal Points and champions

The role of the Sphere Focal Point (which may be an individual, an organisation or a coalition) is to promote Sphere principles and standards among NGOs and the humanitarian community in the country, or the region in which they are working. Being a Sphere Focal Point is a voluntary undertaking. Sphere Focal Points where possible and depending on the context, is also to advocate with Governments to promote the use of Sphere in their national disaster management plans, policies and responses. However, our research has shown that many of them see their role as primarily to advocate Sphere standards with the humanitarian community, and with national NGOs some Focal Points seem to view Government and NDMA as hard actors to engage with who are less interested in international humanitarian standards, and prioritise engagement with the more accessible humanitarian communities. This is particularly the case in countries in which the Government has a lower capacity, or is affected by conflict and insecurity, such as in Afghanistan.²⁴

Collaboration and networks

Forming networks among NGOs, and with Government partners is also crucial in promoting adoption. Interworks emphasises the importance of linkages between NDMA and NGOs in ensuring effective disaster management at all levels.²⁵ Networks of NGOs can come together to lobby the Government to improve preparedness and response mechanisms while advocating for Sphere adoption in the process.²⁶ The case study countries which had higher levels of adoption (Bangladesh and Pakistan) all had platforms or working groups to strengthen humanitarian accountability and to exchange information among the various actors involved.²⁷ SCB has a member of over 60 organisations, mostly NGOs, while ALWG also invites UN agencies to take part in their activities. Mariko Kimura stated that the Japanese cabinet has taken initiative and launched Japan Volunteers Organisations Active in Disaster (JVOAD) in 2016 with the aim of creating a platform where various actors; including volunteers, NGOs and other organisations are able to work together with the national government for better coordination during emergency response. With members of the national disaster response in cabinet also involved in this activity the JVORD network sounds promising.²⁸ It is said that the 2011 Great East Japan Earthquake (GEJE), which showcased a lack of coordination among different key stakeholders played a substantial part in establishing JVORD, and is highlighted in the GEJE evaluation report on the lack of coordination as the primary barrier at the time of the 2011 disaster.²⁹ Takeshi Komino says that *'at the time of the disaster, there was no common language in Japan among actors involved, and it hindered the collaboration with different stakeholders during the response'*.³⁰ Nahoko Harada adds that *'Sphere has the potential to become a common language among key actors in disaster response... it is crucial for all actors involved to be able to communicate in the same 'language', which is where Sphere has the potential'*.³¹

Power Dynamics and Key Actors

Research on effective advocacy has shown that understanding forms of power is also important in efforts to achieve change. Enabling change, particularly at a policy level is more successful when Sphere champions can have key actors championing their cause. Key actors can be both internal and external actors. It is also important to understand who may block the process.³²

Targeting Decision Makers

While NDMA are often the countries principle agency for disaster response, NDMA are not always the decision makers for policy matters in national humanitarian response.³³ In addition, while NDMA coordinate national humanitarian response, they are not necessarily involved in many of the technical aspects of humanitarian responses; a role often delegated more to relevant

line Ministries, or to provincial, local and urban authorities. It could be said that other government bodies could potentially play a bigger role in leading to adoption of Sphere standards, and in some contexts a two or a multi-pronged approach to promoting the adoption of Sphere standards may be required. As the comparative review on NDMA's in South Asia, by Carter and Pozarny, and the Brookings literature review and study on NDMA by Ferris have shown, the NDMA's role in South Asia and South East Asia is more focused on the implementation of policy as opposed to policy formulation.³⁴ However, this structure varies according to the country and region. In the case of Bangladesh, which has shown to be quite successful in getting the Sphere standards adopted into national policy; it is the National Disaster Management Council, led by the Prime Minister, who formulates disaster management policies, and the Inter-Ministerial Disaster Management Coordination Committee which is also responsible for disaster management related decisions. Often, getting the Sphere standards adopted has been successful when the Sphere Champions or Focal points work closely with the NDMA to plan how best to engage with the countries' decision makers on disaster response.

The Role of the Ministry of Foreign Affairs

The Ministry of Foreign Affairs usually has some responsibility for the coordination of international humanitarian assistance,³⁵ and for the adoption of international standards into disaster response. In cases such as Afghanistan, the Ministry of Economy (international cooperation department and NGO department) may also have some responsibility for international and regional cooperation in the field of disaster management.

The Role of other Technical Ministries

In our case study countries, the NDMA has usually played more of a coordination role, as the body responsible for bringing together other line Ministries, who are responsible for implementing their Ministries component of the disaster response. In Afghanistan, for example while the NDMA would be responsible for coordinating the overall response to floods or droughts, it would be the Ministry of Public Health that is responsible for ensuring that minimum technical standards regarding nutrition or food standards are met. They determine who needs to adopt the Sphere standards, principles and indicators into their national plans and policies. They would also be the leading body to ensure these standards are being met in the process of response.³⁶ Thus, it is important for Sphere Focal Points to look at how they can engage with line Ministries on specific technical aspects involved in disaster response, such as Shelter, Health, WASH, and Protection.

Regional Governments, Embassies and Donors

Embassies and donors can play an important role in advocating for national Governments to use and adopt international principles. These actors often have much more access to Government decision makers, than NGOs do, and will often have platforms to raise issues of importance onto a Government agenda. The role of Embassies and Donors becomes even more crucial in contexts such as Bangladesh, where in the case of the ongoing Rohingya Response, implementing organisations such as UN bodies or NGOs have less scope to play an advocacy role and push for the use of Sphere standards in practice or in policy as they may lose their implementing status with the Government. In such conditions other organisations could work better in advocating for changes in policy or practice.³⁷

Key Learning: Mapping the Actors

- Often, NDMA's are not the decision makers on disaster management policy and other actors play a strong role
- Understanding power dynamics can help to identify who will likely to increase or block adoption
- Forming networks is a crucial part in influencing policy change

Pathways, Tools and Mechanisms for Engagement

It has become apparent that Sphere Focal Points have taken various measures in influencing the adoption of Sphere standards by reaching out to a range of stakeholders. One of the notable steps is in the use of alternative pathways; such as reaching out to academic bodies and engaging with the media to approach different actors, institutions in spreading the presence of Sphere and encouraging the discussion on Sphere Standard adoption in their own countries.

Media

Mass media has a powerful influence on raising the profile of an issue, and as a consequence on political decision making. Maxwell, and Olsen et al argue that there is a strong relationship between media attention and political will, in which the media – particularly TV – influences which topics are on the agenda, and can help influence decisions on particular topics.³⁸ Our primary research demonstrated that, in Japan, media played an important role in raising knowledge and awareness of the Sphere principles and standards and contributed heavily to the rapid increase in the recognition of the Charter and the Sphere standards to a greater proportion of the country.

Box 2: Influencing public and Government understanding of Sphere

In April 2018, a documentary by the Nippon Hoso Kyokai (NHK): Japan Broadcasting Corporation, reflected on the response which took place during the 2016 M7.0 Kumamoto earthquake, particularly focusing on the challenges of temporary shelters. The documentary also brought to light the role Sphere standards can play as future recommendations. JQAN (the organisation which conducts Sphere trainings in Japan) worked closely with producers to identify interviewees to ensure that the Sphere standards and principles were explained correctly, particularly highlighting on the importance of affected populations to be at the centre of, and to play a participatory role in disaster response.¹¹ The effects of this coverage were immediate; Komino says ‘we’ve never experienced that many phone calls, or inquiries on what Sphere is’. Not only did the media coverage influence the general public, it also raised awareness among professionals in the local government on the role of Sphere. Nagoya city’s crisis management unit visited JQAN after the programme was broadcasted, as it triggered interest among local officials in reviewing the prefectural disaster management plan.

‘Media coverage increased political interest in what’s going to happen in their specific areas when future disasters are predicted to occur, and opened a discussion for Sphere to be included for better planning’³⁰

However, it is equally important to be aware of the potential risks which could arise from media involvement; while it could have an immediate impact on a wider population, it may also lead information (such as Sphere’s technical standards and indicators) to be protracted or ‘free-walk’ without a deeper reflection and understanding on Sphere’s ethos itself.²⁸



Image 4: Sphere introduced on NHK as standards which can protect and save lives

Academia

Another important pathway and mechanism of engagement is through tertiary education. In the countries which there has been increased recognition of the value of the Sphere standards and principles, and increased adoption, Sphere Focal Points have been proactive in ensuring that Sphere is on the curriculum at universities. Findings complement that the involvement of Sphere in tertiary education; through curriculums and practical workshops has a strong potential in increasing recognition and knowledge of Sphere, as well as bringing further behavioural changes among aspiring decision makers and future government officials. As suggested by Walker, education plays a fundamental role in changing mindsets and bringing change; studies such as these compliments well with the findings of the interviews, and support that it is not an understatement to suggest that collaborating in the academic sector could help increase knowledge on Sphere and lead to adoption in countries.³⁹ It is also worth noting that an increasing urge of ‘professionalisation’; for humanitarian aid workers to be more specialised, with high expectations to possess certain knowledge on international standards – such as Sphere, may promote the inclusion of these standards into the education systems of other countries.⁴⁰

Box 3: Engaging with academic institutions shaping new opportunities

- Bangladesh

Nayeem Wahra, Adjunct Faculty at the Institute of Disaster Management and Vulnerability Studies at University of Dhaka, has been actively involved in increasing the adoption of Sphere standards and principles in Bangladesh. The Sphere Focal Points campaigned to incorporate Sphere in the academic arena, especially at universities which offer humanitarian response courses at a diploma or post graduate level and were successful in doing so.⁶⁷

- Pakistan

The 2010 Floods review provided some critical reflections on the organisation and cooperation with the government and key international humanitarian partners, offering recommendations with a significant focus on strengthening coordination (Featherstone A, 2014). Community World Service Asia (CWSA), the Sphere Focal Point in Pakistan, was able to use this as an opportunity for demonstrating how adoption of Sphere can be used as a coordination tool, through a long-term strategy of actively engaging with academia. Actively involved in encouraging universities to *'train students or are the professionals in a systematic way'*, CWSA's efforts have gradually bared fruit. University of Peshawar faculty members have become aware that most of the students lacked information on the practical aspects of humanitarian and development interventions. Dr. Muhammad Ibrar, lecturer at the Department of Social Work address that *'CWSA's engagement allowed us to provide practical knowledge on program frameworks, humanitarian policies and practices to students on International Standards for Disaster Response.'* Recently, they have successfully launched a one-year Post Graduate Diploma on 'NGO Management' where Sphere Minimum Standards as well as Core Humanitarian standards have been incorporated in the course outline.²³

- Japan

University professors in Japan are also encouraged to join Sphere ToT, with the hope that they will start rolling introduction Sphere trainings on campus in the longer run²⁰. Nahoko Harada, professor at Miyazaki University, has taken part in organising Sphere training to local actors and ToTs, since receiving training herself in 2013. Currently based in Miyazaki prefecture and with a background in nursing, she has vigorously introduced Sphere to professional medical staff as well as the general public: *'I try to incorporate Sphere at any given opportunity and in my own capacity, whether it is a conference or at university or a local disaster training event.'*¹⁰

Regional Mechanisms

Another mechanism, which has shown to be useful in South Pacific and South America, is the establishment of regional structures as a tool through which to integrate humanitarian standards into national response. These include the Pacific Platform for Disaster Risk Management.⁴¹ However, these have been under-utilised in Asia. In recent years, there has been an increase in the number of cooperation agreements on disaster risk reduction, and the creation of number of regional disaster-response institutions.⁴² In addition, there are several agreements on providing support to regional governments in a range of fields, including disaster management. A component of these agreements includes Government to Government support on building up technical capacity in disaster response, often addressing the need on creation of common standards for coordination of response⁴³. The Heart of Asia-Istanbul Process (HOA) a regional platform for 14 countries in Asia and the Middle East, includes a Disaster Management Confidence Building Measure, which comprises a component to develop joint standards with respect to national disaster management policies.⁴⁴ The ASEAN Agreement on Disaster Management and Emergency Response is another example of such activities.⁴⁵ Drawing on about the findings which NDMA's learn and change, regional platforms or organisations also play an important bridging role between national systems and international standards.⁴⁶ As they can draw on shared language, trust and culture to communicate with NDMA's and national governments, as well as facilitate the adoption of international standards which may be more difficult for NGOs to achieve.⁴⁷ Academic literature on factors which influence policy change also support this model, showing that the perceived legitimacy and trustworthiness of the organisation advocating for change or promoting a set of standards is a major factor in their ability to achieve change.⁴⁸ Interview with the NDMA official from Afghanistan, Sphere Focal Points in Pakistan, Bangladesh and Japan also agreed with the importance of regional mechanisms as a potential avenue to advocate for the adoption of international standards in national disaster response planning and policy. Regional mechanisms allow for national learning to in turn be transferred across the region in a more coherent manner.⁴⁹

Key Learning: Pathways, Tools, Mechanisms for Engagement

- Media can play an important role in influencing public opinion and decision makers, which result in policy change
- Engaging with academia provides an avenue for increasing knowledge and the use of Sphere for future and current policy makers
- Regional mechanisms are a potential

Entry Points and Timing

As the 2016 Discussion paper notes, disasters can provide an important window of opportunity for promoting institutional policy change.⁵⁰ Often, it is after a disaster that policies are redrafted or updated, which can increase the opportunity for the incorporation of Sphere standards into national disaster response plans and policy. Whilst this is evident, our primary interviews and secondary research of looking at timelines of adoption suggest that it is not the disaster as such that provides the opportunity, but the learning after the disaster which influences and plays a bigger role in the process of adoption. Disasters highlight the inadequacies within existing arrangements and risk factors that may not have been considered previously.⁵¹ Our research has shown that it is countries which have conducted some form of After Action Review (AAR) after a disaster response; such as the 2011 After Action Review to the Pakistan Flood Response of 2010, GEJE 2014 review, have most likely influenced in adopting Sphere.⁵² The review and lessons learnt process in Indonesia, was what led to the redrafting of the national law to incorporate the Sphere standard which states that every affected person in a disaster has the right to receive basic services.⁵³ However, consistent engagement prior to a disaster and disaster response is key, as research on successful policy change also show that while policy makers often open up to new ideas after a crisis has hit, they remain most likely to contact people with who they have already previously built up a rapport.⁵⁴ NDMAs also conduct regular review of their policies and plans, hence, understanding when these take place may provide an alternative entry point for Sphere to engage.⁵⁵

Key Learning: Entry Points and Timing

- Post disaster learning is a crucial timing for NDMA engagement

Part 3: Recommendations and the way forward.

Recommendations for Sphere: for inclusion in the Guidebook for Champions

For Sphere Focal Points and Champions

■ **Prioritising NDMA and Government engagement**

While Sphere Focal Points recognise the importance of engaging with NDMA, from our interviews it appeared that occasionally Sphere Focal Points tended to prioritise engagement with the more accessible NGO and humanitarian community. Sphere Focal Points should also prioritise engagement with NDMA and with other key Government actors in their respective countries.

■ **Conducting stakeholder assessment and mapping**

Sphere Focal Points should conduct a stakeholder assessment of the key Government officials in their country context, as well as key actors who could influence NDMA. They should look at both internal and external influencers and should ensure that they build consistent rapport and partnership with the relevant stakeholders. They should also understand who might block the process.

■ **Creating a platform for data and contact sharing**

Sphere country Focal Points and Champions should ensure they maintain a consistent database of NDMA officials and other Government officials who are participating in trainings. Sphere Focal Points should build an in-country mailing list of NDMA officials and other Government officials who have participated in trainings on Sphere principles and standards, or Government officials who may be advocates for Sphere. The individuals on this list should be sent updates on Sphere activities in the country or region. This can be done in coordination with the Sphere global communications officer.

■ **Increased communication: newsletters, media engagement and collecting success stories**

Sphere Focal Points should look for relevant opportunities to publish regular updates and disseminate news about Sphere within their countries or localities. They should particularly search for outlets which have high Government visibility: E.g. in Afghanistan, ANDMA publishes a quarterly newsletter for various humanitarian and disaster response in the country. Additionally, Focal Points should seek opportunities for media engagement at national and local levels. Programme coverage or interview opportunities on how standards have been contextualised will increase knowledge of Sphere at local levels. Furthermore, Focal Points should build an evidence and success story data base for how the adoption of Sphere has worked in their country, where other country Focal Points can draw on lessons or use them as examples when approaching NDMA for increasing recognition and understanding.

■ **Increase engagement with academia**

Sphere Focal Points should seek to engage further with academic institutions and look for opportunities for integrating the Sphere standards and principles into disaster management studies. Focal Points should particularly target institutions in which civil servants and NDMA officials study, as this can lead to increased knowledge and practice of Sphere, and in future increased adoption into policy.

■ **Framing Sphere: linking to national priorities in increasing coordination**

Sphere Focal Points should look for ways of linking the Sphere standards and principles as linked to existing national priorities and disaster management plans. Sphere should be positioned as a key tool, framework and common language, with which to unite national and local actors in response and not only for international coordination.

For Sphere Association

■ **Broader cross section of Focal Points and inclusion of key actors**

Currently, Sphere Focal Points are predominantly drawn from the NGO community, and have also been predominately advocating within the NGO and humanitarian community. Sphere only has one Government Focal Point, in Ecuador. Sphere could engage more Government Focal Points to further the use of international humanitarian standards in national response. Sphere can also include individuals or departments in academia; faculties and universities or other institutions who can assist to further knowledge of Sphere.

■ **Engaging and Training Focal Points who can advocate more effectively with NDMAs**

Primary and secondary research has shown that Sphere Focal Points are highly committed to the Sphere principles and standards, and to promoting them in their communities and countries. Focal Points are currently heavily drawn from NGOs and have had more success in promoting Sphere within this community. This suggests that the language and style used to advocate for Sphere adoption, in some cases, is more suited to NGO adoption, rather than Government adoption. Sphere may benefit from having Focal Points who are more suited to advocating Sphere with and to the Government. While Sphere has a vibrant and inclusive network of advocates, Sphere may also wish to be more strategic in their selection of advocates for engaging with NDMAs.

■ **Encouraging global participation: increased 'ownership' and flexibility on 'adoption'**

While Sphere has worked to ensure an inclusive handbook, this research has highlighted a perception, that Sphere standards are considered by Governments as it 'belongs' to Western NGOs and the UN. Sphere should endeavor to include local and national bodies in the creation of its Handbooks as this will help challenge this perception of ownership and greatly increase the likelihood of adoption. Furthermore, Sphere should consider increasing flexibility on the term 'adoption', where national governments can pick and select international standards which fit with their national policies.

■ **Education as a potential**

Since Sphere already has the online e-learning courses, videos, and webinars set in place; which encourages self-study and distance-learning on Sphere and its topics, Sphere may benefit through increasing engagement with academic institutions to utilise these sources in their curriculums. Moreover, it may greatly expand global coverage if these resources were available and translated the online courses to be available in other languages beyond English, Spanish, Arabic and French.

■ **Importance of further research**

Sphere may benefit from further continuing research on how the handbook can be adapted for NDMA use, particularly looking beyond the Asia regional context.

■ **Ensuring adoption goes to policy level**

Sphere should attempt to ensure that adoption goes beyond knowledge and practice level, and to policy level, as at policy level the use of the standards is no longer dependent on individuals and becomes institutionalised. However, policy adoption should also include guidance on how Sphere can be utilised as well as training for staff.

For Sphere Trainers and Affiliates

Sphere Trainers can and have played an important role in advocating for the promotion of Sphere standards and its principles. Currently they are an under utilised resource, as will often have direct contact with the NDMA officials or other Government officials during training. Sphere Focal Points and Sphere trainers should coordinate prior to the trainers conducting training in the country, and should be notified if there are any strategic NDMA officials or other Government officials present at a training they conduct to ensure that they engage with them as required. If Sphere Focal Points are unaware or unable to track data for trainings, trainers should be able to feed the names of the NDMA or Government officials to the Focal Points, so they can track who has attended.

Recommendations for other actors

For Donors and Embassies

■ **Allocating funds for Sphere training for NDMAs and other Government actors**

Donors should allocate funding for trainings on the Sphere principles and standards for NDMAs and other Government actors on the Sphere principles and standards.

■ **Providing funding for the process of contextualisation**

Donors should consider providing funding for the process of contextualising the Sphere standards and principles in countries in which they are working in the area of disaster management. Donors should provide funding contingent on this process being multi-stakeholder and involving participation of key national actors from the Government, relevant line Ministries and NDMAs.

■ **Directing funding towards learning from past disasters**

Donors should support NDMAs to actively undertake AAR and Lessons Learnt exercises, as this is an important stage of reflection and learning.

■ **Using opportunities to advocate for international standards with the Government**

Donors and Embassies should take advantage of opportunities for advocating for the use of international standards in national response, particularly in contexts when implementing actors are more constrained.

For National Government's

■ **Conducting AAR and Lessons Learnt Exercises post-disasters**

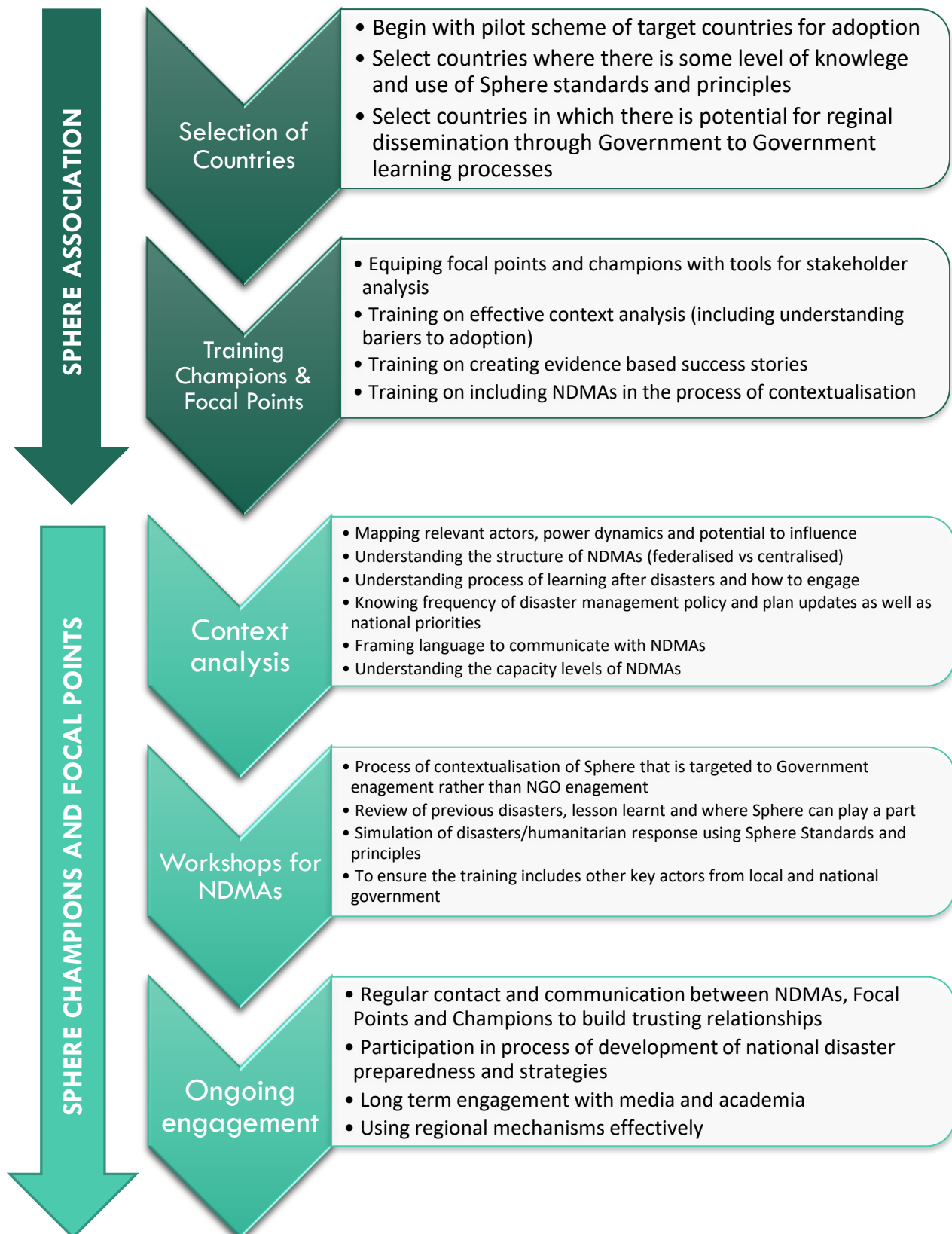
National Government's should support their Disaster Management Authorities to conduct Lessons Learnt and review exercises after a response to a disaster; by reflecting on how disaster response can be improved, as well as how to enhance coordination in humanitarian activities. This process can look at how a common language around principles and standards can improve response with national and international actors.

For International Organisations and UN Organisations

UN Cluster can support in the promotion of Sphere standards and principles through technical sectors. However, they need to ensure they focus on the link between why (principle) and indicators/standards, as currently there is a focus on indicators as opposed to principles.

Action plan: Potential Next Steps

Based on the key learnings and recommendations set out in the report, below is a provisional action plan addressing the potential next steps for engaging with NDMAs:



Conclusion

This report provides a greater understanding on the challenges and opportunities for engagement with NDMAs. It draws out generalisable learnings on factors that have led to successful adoption of the Sphere Standards and principles, as well as the ways in which these can be replicated. Based on the evidence from the case studies and interviews, this study has compiled a list of common barriers that inhibit the adoption of international standards. Using evidence from policy studies, theory of change and insights from the interviews, the report details a number of potential solutions for overcoming the challenges identified. The recommendations in this report will enable organisations to engage with NDMAs in a more structured and strategic manner, thereby increasing the potential for successfully adopting international standards into their disaster management policies and plans. This will result in a more predictable, effective and coordinated humanitarian response at national level, and lead to better coordination with international actors. However, further research is still needed on understanding and undertaking the best practices for engagement, and on how best to adapt the Sphere Handbook for NDMA use and inclusion. Sphere is aware of the need to increase engagement with NDMAs, with initiatives such as Sphere 2020 detailing the importance of working closely with national actors, which they plan to explore this further this year.⁵⁶ The research group hopes that this report has contributed to opening up further discussion points and will facilitate in-depth planning for future engagement with NDMAs.

Annexes

1. TOR

LSE/ID Project Proposal Template – Sphere	
Organization and Department	The Sphere Association (hereafter “Sphere”) www.spherestandards.org
Project Working Title	What makes international humanitarian standards interesting for national disaster management authorities of affected countries?
Background: Two short paragraphs. In the first, please provide a brief description of your organisation and its objectives. In the second, please provide a brief introduction to the topic to be addressed by the project. Why is the organisation interested? Why is the subject itself interesting?	<p><u>Sphere is a voluntary initiative that brings a wide range of humanitarian agencies together around a common aim - to improve the quality of humanitarian assistance and the accountability of humanitarian actors to their constituents, donors and affected populations. The Sphere Handbook, Humanitarian Charter and Minimum Standards in Humanitarian Response, is one of the most widely known and internationally recognized sets of common principles and universal minimum standards in life-saving areas of humanitarian response.</u></p> <p>The proposed subject is to learn more about why national disaster management authorities (NDMA) use or don't use internationally agreed humanitarian standards in their disaster management. The subject should be interesting for students because it combines down-to-earth humanitarian considerations with broader ones around the functioning of various political systems and the interaction between the international and national disaster management structures.</p> <p>In December 2016, Sphere published a discussion paper called <u>“Sphere standards in national humanitarian response: Engaging with National Disaster Management Authorities”</u>. The original idea was to develop an advocacy guide for national NGOs and other civil society actors engaging with their governments. But it remained a discussion paper because it proved difficult to give generally valid advice beyond some rather obvious ones, due to the many different contexts, political systems, roles of NDMA etc.</p> <p>Nevertheless, the paper is a good basis for discussion and for building a real advocacy guide for NGOs and other civil society actors to engage with government authorities around the adoption of humanitarian standards (the guide could of course also be used by government authorities themselves).</p>

	<p>For 2019, Sphere plans to bring together Sphere champions to go deeper into exploring reasons for NDMA adopting international standards. Sphere presumes that NDMA adopting international standards is one of the most effective steps towards consistent and predictable humanitarian response, as well as easier collaboration with international aid agencies, since there is a common reference.</p>
<p>Question: (One or two sentences. What is the motivating question? What is it, specifically, that your organisation would like to know?)</p>	<p>Do we understand what worked in the countries that did adopt (and adapt) global standards, and can we draw generally valid lessons from that? Can we pin down main reasons why other countries choose not to adopt global standards? Can we learn any lessons from that and develop useful advocacy messages?</p>
<p>Objective: (Short paragraph that explains what you hope to get out of the answer and how you may use the students' work to advance organizational objectives.)</p>	<p>Based on their findings the students could give Sphere recommendations on how to structure the next phase of working with our Sphere champions, attempting to develop globally applicable recommendations for organisations engaging with NDMA.</p> <p>All work done should build on what has already been brought together in the above-mentioned Discussion paper.</p>
<p>Methodology: How the students are expected to answer the question. E.g. desk research, interviews, survey, review of internal documents, etc. If you wish the students to define the methodology please say so.</p>	<p>Sphere will help the students identify a number of countries, based on criteria that we'll develop together. The sample countries will represent a range of political systems, stability, kinds of crises, degree of adoption of standards etc</p> <p>Students will then work with a combination of desk studies, phone/skype interviews, email exchanges etc. Sphere will provide some contacts to get the students going, and will also be available throughout the projects to help find additional contacts if necessary.</p> <p>Based on their findings, students will make recommendations to Sphere regarding the following elements:</p> <ul style="list-style-type: none"> - What did you find to be the conceptual gaps in the current knowledge of working with NDMA?
	<ul style="list-style-type: none"> - What would actually be the most useful question to explore when finalizing the NDMA guide?
<p>Contact: (The name and contact information of the person within your organisation who will be responsible for liaising with the students.)</p>	<p>Aninia Nadig – Sphere Email: aninia.nadig@spherestandards.org Skype: aninianadig Phone: +41 22 552 36 75 Mobile: +33 685 26 67 26</p>

2. Case Study Countries: Country Profile and Degree of Sphere Adoption

2.1 Afghanistan

Country Profile and Hazard Risk

Afghanistan is a landlocked country located in Central Asia and is prone to natural disasters such as earthquakes, flooding, droughts, landslides, avalanches and sandstorms which cause the loss of lives, livelihoods, and properties. Located in an area of high-seismic activity, earthquakes are relatively frequent particularly in the north and northeast regions and often trigger landslides. The country has experienced 130 events of disaster in the period of 1980 and 2010 which resulted in a death toll of 19,655 and affected more than 6 million people.

Afghanistan is in a situation of protracted conflict and has experienced decades of war. Civilian casualties are at the highest level since 2002, and 2016 and 2017 witnessed the return of almost 1.7 million documented and undocumented Afghan refugees, primarily from Pakistan and Iran.⁵⁷ Internal displacement and large-scale return within a difficult economic and security context poses risks to welfare, not only for the displaced, but also for host communities and the population at large, putting pressure on service delivery systems and increasing competition for already scarce public services and economic opportunities. Displacement due to drought and conflict is extremely high, and by September 2019 the total displacement due to the drought reached 275,000 people, exceeding the number of people displaced by conflict in 2018 by 52,000 people.⁵⁸

Table 2⁵⁹: Recent disasters in the country

Name of disaster	Type of disaster	Location	Date	Displacement	Notes
Ongoing Drought	Drought	Various	July – September 2017	250,000	-
Floods	Flooding	Kandahar	March 2019	No exact figure	
Avalanches	Avalanches	North and North Eastern Areas	Annual, including January 2019	No exact figure	-
2015 Earthquake	Earthquake	Alaqahda ri-ye Kiran wa Munjan	October 2015	Widespread , no exact figure	At least 399 dead

Structure of NDMA

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 comprises representatives from key government ministries and national agencies and is under the leadership of the office of the President. Currently, the Commission which is an inter-ministerial board is chaired by the Chief

Executive of the Islamic Republic of Afghanistan. ANDMA serves as secretariat and executive arm of the NDMC.⁶⁰

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). ANDMA is in the process of transitioning to the State Ministry for Disaster Management, however, this process has currently stalled.⁶¹

The key relevant policy documents related to Sphere are the Disaster Management Framework, the National Strategy for Disaster Management, and National Disaster Management Plan. ANDMA is a Directorate General and has seven directorates including Planning & Policy, Mine Action Coordination (DMAC), Emergency Operations, Administration & Finance, Risk Mitigation and Human Resource. ANDMA is represented by its provincial Directorates in all 34 Provinces of Afghanistan. In the provinces, ANDMA provincial directors' server as secretariat and operational arm of the Provincial Disaster Management Commissions (PDMC). The PDMC is chaired by the Provincial Governor.⁶²



Image 5: Landslides Afghanistan, Badakhshan (Boston.com, 2019)

2.2 Bangladesh

Types of natural disaster experienced:

Floods, cyclones, storm surges, river bank erosion, earthquakes, droughts, salinity intrusions, landslides, fires and tsunamis

Additional information: Rohingya Refugee crisis (since 2015) predominantly in Cox's Bazar

Bangladesh has a long history of natural disasters, experiencing 219 natural disasters between 1980 - 2008. Geographical location, land characteristics, multiplicity of rivers and the monsoon climate render Bangladesh highly vulnerable to natural hazards. The coastal morphology of Bangladesh influences the impact of natural hazards on the area. Bangladesh suffers from floods, cyclones, storm surge, river bank erosion, earthquake, drought, salinity intrusion, fire and tsunami. Cyclones and floods particularly caused massive damages.⁶³

The humanitarian crisis caused by escalating violence in Myanmar's Rakhine State is causing suffering on a catastrophic scale. Extreme violence and discrimination have driven over 727,000 Rohingya refugees across the border into Cox's Bazar, Bangladesh. Not only has the pace of arrivals since 25 August made this the fastest growing refugee crisis in the world, the concentration of refugees in Cox's Bazar is amongst the densest in the world. Refugees arriving in Bangladesh—mostly women and children—are traumatized, and some have arrived with injuries caused by gunshots, shrapnel, fire and landmines. Entire villages were burned to the ground, families were separated and killed, and women and girls were gang raped. Most of the people who escaped are now severely traumatized after witnessing unspeakable atrocities. These people found temporary shelter in refugee camps around Cox's Bazar, Bangladesh, which is now home to the world's largest refugee camp. Refugees have access to the basics, such as food and health care, but they are still extremely vulnerable, living in highly challenging circumstances, exposed to the monsoon elements and dependent on aid. In Cox's Bazar, Bangladesh, the humanitarian response is coordinated by the Inter-Sector Coordination Group (ISCG) which is led by the International Organization for Migration (IOM) and the UN Refugee Agency (UNHCR).⁶⁴

Table 3⁶⁵: Major disasters since 1990

Name of disaster	Type of disaster	Location/ epicentre	Date	Fatalities	Notes
2017 South Asian Floods	Flood	Country wide	July – September 2017	140	Thousands of square miles of roads and farmland destroyed. Up to eight million people affected
2017 Bangladesh Landslides	Landslide	Country wide	June 12 2017	152	Worst in history, destroyed telecommunications and roads, making it incredibly hard to deploy rescue missions
Cyclone Aila	Cyclone	Bay of Bengal	May 26 – 27 2009	339	Left over one million people homeless
Cyclone Sidr	Cyclone	Bay of Bengal	November 11-16 2009	3447 – 15,000	Caused an estimated \$1.7 billion of damage
1991 Bangladesh Cyclone	Cyclone	Chittagong	April 24-30 1991	138,866	Left over ten million people homeless

Sphere adoption: natural disasters, refugees and chronology

1. Natural disasters

In principle the level of adoption in Bangladesh is high. The Focal Point, Sphere Community Bangladesh (SCB) has worked with Sphere since 2009 and operates on a rotational policy whereby one of a dozen member organisations will act as the Focal Point for two years. Since 2017 this has been BRAC, and prior to that it was CARE Bangladesh. SCB states that its main purpose is to “improve performance, quality, transparency and accountability in the humanitarian response of NGOs and RCRC Movement in Bangladesh and adhere in conformity with SPHERE standards”.⁶⁶

While SCB have an established relationship with Sphere, our own research and interviews with the Bangladeshi Focal Point has shown that outside of SCB, particularly within the government, the level of adoption is not as high. Generally, there is only strong knowledge of the Sphere Standards in the Department of Disaster Management (DDM) and this knowledge does not spread to other branches of central government. When there is a disaster DDM works with the district government in the affected area, which does then share some knowledge with the officials working at this level. However, much of the actual application of the Sphere Standards sits with the NGOs or INGOs that work with the district government and DDM in response to a disaster.⁶⁷

Training in the Sphere Standards does not occur regularly at any government level and the provision of training often falls solely with the responding humanitarian organisation to a given disaster. Even when this training is provided, generally the government representatives that attend will generally be nominated to take part by their district. The will to positively engage with and implement the Sphere Standards appears to be limited at more senior levels.

2. Refugees and migration

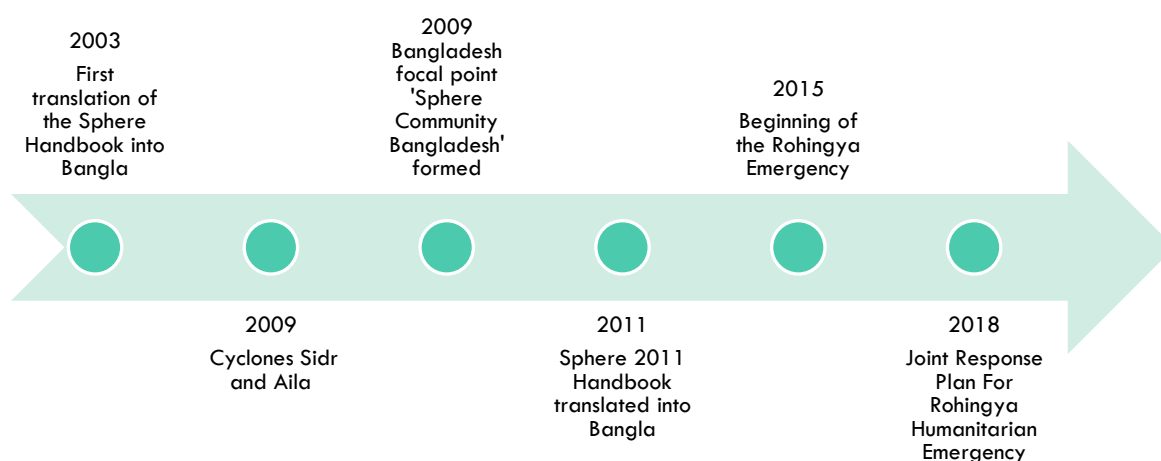
Due to the ongoing Rohingya Emergency Response, Bangladesh has the largest host refugee population and is unique in this respect amongst our case study countries. For this reason, we actively sought out national and international humanitarian professionals with knowledge and experience of forced displacement in Bangladesh with the goal of determining the applicability, and level of Standards adoption. Long-held assessments of Sphere argue that the Standards can be used more in refugee settings;

“The Sphere Handbook tends towards being prescriptive, leaving little room for contextual adaptation. Many of the defined technical standards, interventions, and key indicators are minimalist and only applicable in an ideal **refugee and displaced camp**...”⁶⁸

And;

“The Sphere Project is **more useful in refugee camp settings**, in tropical climates, and in the poorest of developing countries. This is no surprise, especially given the influence of the post-Rwanda genocide humanitarian assistance effort on both the motivation to develop Sphere and on its content.”⁶⁹

However, our research suggests that in Bangladesh at least, the level of adoption in refugee camp settings is lower than it is in natural disaster settings. Interviews with representatives of international organisations working in Cox’s Bazaar, indicate that by and large the Sphere Standards are not at the forefront of camp planning or management, whereas locally contextualised standards are.⁷⁰ Certain Standards such as WASH have remained relatively easy to adopt, yet with others like Shelter, and Food and Nutrition, this is not the case. This is due to both the spontaneous, unplanned nature of the Cox’s Bazaar camps and resistance from central government who are of the opinion that Bangladesh should determine its own standards for refugees. One interviewee said, “...a lot of the time we hear [from the government] this is Bangladesh, we will set the standards, who are you to say that they [refugees] should have this much space...we all live on top of each other, why should they get any more than anyone else?”⁷¹ Research by McDougal and Beard support our interviewees positions. They argue that tensions between displaced populations and surrounding local communities are not uncommon due to differential access to resources. Host country governments are concerned with expending resources to keep the camps functioning, while aid organisations are concerned with providing services and protection to the displaced populations.⁷²



On the 'rights-based' approach

Our interviewees working in Cox's Bazaar spoke particularly strongly about the dangers of referring to a rights-based approach when seeking to increase adoption of the Sphere Standards. This is because the government does not acknowledge that the Rohingya have rights and therefore the topic is excluded from any dialogue through fear of hindering progress and damaging the camp environment.⁷³ This is in direct opposition to a Sphere guideline that states, "Contextualisation **must be rights-based** and culturally appropriate"; and questions the accuracy of universalised recommendations on contextualisation.⁷⁴ We discuss this in more detail in the main body of the report.

On IDPs

We spoke to Abdul Khan (ex-focal point with CARE Bangladesh and now a specialist at DDM) specifically about the use of the Standards with Bangladeshi IDPs. He informed us that in his experience there are two classifications of IDP.

1) The IDP that is able return to their home after certain displacement period following a natural disaster

The Standards are sometimes drawn on during displacement however this depends totally on the location and the level of Sphere training the aid workers possess, which is typically less in rural areas with fewer international staff.

2) The IDP that is indefinitely displaced, E.g. someone who has lost their home, land and livelihood due to river erosion.

For these people the government tends to take over and migrate the displaced to other parts of the country with very little consultation with the individual and using nationally contextualised standards. In both instances, adoption of the Standards is low at best, and greater resources are needed from Sphere to improve the situation for IDPs.⁷⁵

2.3 Japan

Types of natural disasters experienced:

Tsunamis, earthquakes, typhoons, land/mud slides, volcanic eruptions, heavy rains and flooding

Man-made disasters experienced:

Nuclear powerplant explosion and meltdown (following the earthquake and tsunami on March 11th, 2011)

Japan is a unique case, as being one of the most disaster-prone countries in the world, as well as a leader in disaster response and preparedness. Situated along the circum-Pacific volcanic belt, the country is geographically located in the hub of disasters; located across volcanic regions and frequently affected by earthquakes and tsunamis. Additionally, despite its small area, climate differs in regions from a range of subarctic to a subtropical climate. The side of the country which faces the Sea of Japan has a climate with much heavy snowfall in



Image 6: Map of the Ring of Fire (The Globe and Mail, 2011)

winter, while most of the areas have damp rainy season from May to July by the seasonal winds from the Pacific Ocean. From July to September, Japan frequently suffers from Typhoons. Some of the most expensive natural disasters have occurred in Japan, costing more than \$181 billion for reforms and rebuilding, in the years 1995 and 2011 alone.⁷⁶

The country has a long history of coping with disasters; significantly affecting the country's growth, economy, development and the social life of its citizens.⁷⁷ These experiences have in turn shaped much of the local culture, developing a strong base for disaster resilience at national, local and even among community levels. Every year since 1960, the country marks the 1st of September as Disaster Prevention Day, the anniversary of the 1923 Tokyo quake, as a national reminder to be prepared for unpredictable disasters. At many Japanese schools, first-day-of-class in September include an evacuation drill, simulating an earthquake. The Cabinet Office of Japan, strongly encourages and supports disaster education to be conducted as a component during earth-science, science and geography classes in elementary and secondary education.⁷⁸ Furthermore, there is a high presence of voluntary organisations formed among communities, in increasing disaster preparedness and rescue activities.⁷⁹ At an international scale, the country has led in hosting three of the World Conference on Disaster Risk Reduction (DRR) on discussing and establishing DRR Frameworks since 1994, which has leading up to the 2015 Sendai Framework. Japan also has hosted the World Bosai Forum with the aim of raising awareness and encouraging disaster readiness at international stages⁸⁰.

Table 4: Disasters with highest death toll and economic damage since 1990⁸¹

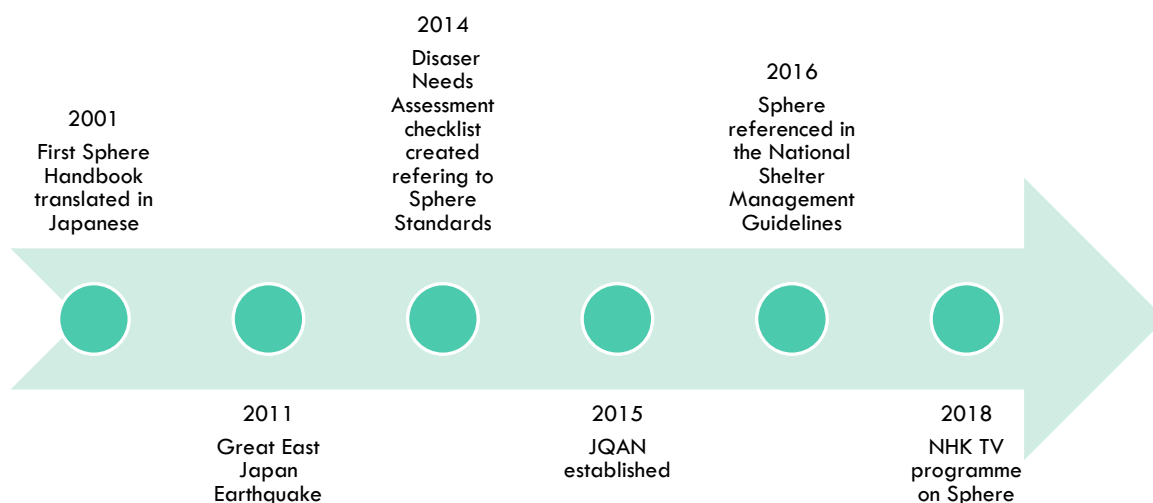
Name of disaster	Type of disaster	Location/ epicenter	Date	Magnitude	Fatalities/ Injuries
Mount Unzen eruption	Volcanic eruption	Nagasaki Prefecture	3 June 1991	-	43
Hokkaidō earthquake	Earthquake & tsunami	58 km west of Hokkaidō	12 July 1993	7.7	30
Great Hanshin earthquake	Earthquake	Awaji Island, near Kobe Prefecture	17 January 1995	6.9	6,434 deaths 43,792 injured
Typhoon Tokage	Typhoon	Honshu island	20 October 2004	-	99
Chuetsu earthquake	Earthquake	Niigata Prefecture	23 October 2004	6.6	68
Tropical Storm Etau	Flooding and landslides	Hyogo Prefecture	9 August 2009	-	26
Great East Japan earthquake	Earthquake & tsunami Nuclear meltdown	70 km east of Oshika Peninsula	11 March 2011	9.0	15,896 deaths 6,157 injured
Typhoon Talas	Typhoon	Honshu and Shikoku islands	30 August – 5 September 2011	-	83
Typhoon Wipha	Typhoon	Honshu island	16 October 2013	-	40
2014 Hiroshima landslides	Landslide	Hiroshima Prefecture	20 August 2014	-	74
Mount Ontake eruption	Volcanic eruption	Nagano and Gifu Prefectures	27 September 2014	-	56
Kumamoto earthquake	Earthquake	Kumamoto Prefecture	14 April 2016	7.0	50
Heavy rains of July	Flood and landslides	Shikoku and Western Honshu island	28 June – 9 July 2018	-	225
Typhoon Jebi	Typhoon	Honshu island	4 September 2018	-	17
Hokkaidō Eastern Iburi earthquake	Earthquake & landslides	Iburi city, Hokkaidō	6 September 2018	6.7	41

Sphere adoption and chronology

Japan has had a strong national disaster response mechanism set in stone for decades; the earliest disaster management related laws originated in the 1940s.⁸² It is of no surprise that the Japanese government was rather reluctant to adopt and oblivious to the presence of international humanitarian standards, such as Sphere. However, The Great East Japan Earthquake (GEJE) in 2011 was a major turning point for Japan's disaster response; shelter management, responding to disaster affected community needs and improving the quality of aid. In the process of learning from the challenges and lessons the country faced in the disaster, it opened doors for Sphere to be included in discussions at the governmental level with the support of Sphere trainers and affiliate's active involvement in the advocacy activities.

As of 2019, Sphere is referred in the 'National Shelter Management Guidelines' (NSMG); as a reference tool in improving the quality of shelters during a disaster.⁸³ The latest guideline was revised by Japanese national cabinet in April 2016, around the Kumamoto earthquake. The review was heavily influenced by the 'Disaster Countermeasures Basic Act', amended in August of 2013, as a response to the GEJE. NSMG is based upon what DCBA considers as 'standards', municipalities in the country should follow and be aware of what is required in disaster prevention/mitigation, initial response, and recovery, through the 19 checklists it offers in the document.⁸⁴

Although the government has recognised in writing of the importance and presence of Sphere before 2016, it remains as a written reference, and there is no guidance on how to use or incorporate Sphere in national disaster response. The Sphere standards remain merely as a reference at the time of writing.



Tokushima Prefecture

Located on the eastern end of Shikoku island, Japan, the prefecture is home to more than 780,000 residents⁸⁵. Predominantly a disaster-prone region, the prefecture is said to be one of the areas that will be heavily affected by the Nankai Trough – a mega quake with an expectation of a 70% occurrence rate within the next 30 years.

Kitamura, manager at the Tokushima prefectural crisis management unit, says GEJE was the ultimate reason behind the discussion of ‘reconsidering disaster management plans’ in Tokushima⁸⁶.

Studies which took place after GEJE, highlighted an alarmingly high number of deaths after the actual strike of the calamity. These deaths, known as ‘indirect disaster deaths’, were triggered not by the direct cause of the disaster itself, but due to the prolonged disaster recovery process. Some of the main causes was in the complete breakdown of medical facilities, preventing access for patients to receive adequate medical care, as well as the living conditions in temporary disaster shelters, which were below Sphere’s minimum standards. The build-up in the delay in reclaiming the sense of ‘normally’, lack of strategic guidelines and knowledge on improving shelter conditions; disaster victims were forced to endure under difficult conditions, as a result making them even more vulnerable and lead to the loss of lives. Studies have claimed that if certain measures were taken into consideration earlier, some of the deaths could have been avoided and these cases were preventable⁸⁷. Such findings raised concerns in the prefectural government; whether they were equipped and prepared to face such emergencies they would most likely to experience in the near future.

Since 2014, under the primary aim of improving the quality and management of disaster shelters, the prefecture began holding study meetings with various disaster and non-disaster specialists and researchers; to collect information in establishing a revised disaster response plan⁸⁸. Multiple factors contributed for Tokushima to include Sphere in their 2016 reviewed plan; as such, Harada was one of the key influencers in guiding Sphere adoption⁸⁹. Kitamura also addresses two reasons which pushed for the prefecture’s adoption; 1) Sphere was referenced in the NSMG (in the guideline prior to 2016), and 2) because the prefecture expects international aid community involvement in future disaster, an understanding of international standards is crucial for better preparedness and coordination⁹⁰. Incorporating Sphere led Tokushima to invite Sphere trainees from JQAN, to host a total of 4 trainings to 183 people between 2017 – 19. Although majority of the participants are Tokushima local government officials, the trainings have attracted local leaders from municipals in the prefecture, social welfare officers and community disaster volunteer coordinators to attend, and hopes to continue expanding to a wider audience in future trainings.

Kitamura speaks of the challenges, mainly seen in the intensity of the nature of Sphere training. Trainees are expected to attend two full days in order to qualify and completion of basic Sphere training, however this could be a contributing a factor in hindering attendance of prefectural officers as well as the general public; *‘we have such great feedback from those who*



Image 7: Map (Discover Tokushima, 2019)

*attend, so we hope there is a way to balance this out*⁹¹. Additionally, although it is ideal to have a specific member in the crisis unit to be in charge of as a focal point, other duties tend to be prioritized over these. Furthermore, while they have had 2-3 people attend from other prefectures to the Sphere training, it is still early stages for Tokushima to consider inviting other individuals, officers and actors from other prefectures or collaborate in organizing joint-trainings; *'nothing is perfect yet, there is still a lot for us to learn and adapt, but we are and will try the best we can*⁹².'

Kitamura expresses that Sphere's strengths are in its indicators, but only when these indicators are fully understood in relation to the ethos of Sphere, its history, along with the CHS. In his and Tokushima crisis unit's words; **only with a combination of understandings of both indicators as well as the concept of the Standards, can Sphere be fully and truly implemented**⁹³. While it only takes a disaster to measure whether an adoption actually makes a difference, Kitamura has expressed that he and the crisis unit aims to *'expand and build on what Sphere can offer'* and believes that *'Sphere has a lot of potential to improve Tokushima's disaster response, only time will tell, but we hope to minimise the damages which could arise from disaster response, and achieve positive results*⁹⁴.



Image 8: Tokushima Prefecture's mascot and Sphere combined as a symbol of the prefecture's adoption (Tokushima Prefecture, 2018))

2.4 Indonesia

Types of disasters experienced:

Earthquakes, tsunamis, volcanic eruptions and events caused by climate change

Indonesia is the world's largest island country. The country is located along the Pacific Ring of Fire between the Indian and the Pacific Ocean. Consequently, it has been suffering from natural disasters for hundreds of years. The earliest recorded disaster dates back to the early 13th century. Since then Indonesia has continued to suffer from earthquakes, tsunamis, volcanic eruptions and floods. On average, at least one major natural disaster has occurred in Indonesia every month since the 2004 tsunami. The most recent disaster hit the Sunda Strait last year on 22 December 2018. More than 400 people died from the tsunami.⁹⁵

Table 5: Major disasters since 1990⁹⁶

Type of disaster	Region affected	Date	Magnitude	Fatalities
Volcanic eruption	Java	10 February 1990	-	35
Earthquake and tsunami	Flores	11 December 1992	7.8	2,500
Earthquake	Sumatra	15 February 1994	7.0	207
Earthquake and tsunami	Java	2 June 1994	7.8	238
Earthquake	Biak	17 February 1996	8.1	164
Earthquake	Sumatra	4 June 2000	7.9	103
Earthquake and tsunami	Sumatra-Andaman	26 December 2004	9.1-9.3	165,945
Earthquake	Sumatra	28 March 2005	8.6	1,313
Earthquake and tsunami	Java	26 May 2006	6.3	5,749
Earthquake and tsunami	Java	17 July 2006	7.7	802
Earthquake	Sumatra	6 March 2007	6.4 and 6.3 (earthquake doublet)	68
Earthquake and tsunami	Sumatra	30 September 2009	6.6	1,117
Earthquake and tsunami	Sumatra	25 October 2010	7.8	408
Volcanic eruption	Java	3 November 2010	-	353
Earthquake	Java	2 July 2013	6.2	43
Earthquake	Sumatra	7 December 2016	6.5	104
Earthquake	Lombok	5 August 2018	6.9	563
Earthquake	Lombok	19 August 2018	6.3 and 6.9 (two earthquakes)	12
Earthquake	Central Sulawesi	28 September 2018	7.5	1,948

Sphere adoption and chronology

Indonesia has a very high level of adoption. The Indonesian National Standards on Humanitarian Response were developed with Sphere, led by National Disaster Management Agency and Indonesia Red Cross Society.⁹⁷ The national standards reference the Sphere companion standards as well as the HAP Standard and the People in Aid Code of Conduct. After a two-year process of negotiation, the NDMA adopted the national standards in December 2013. The Indonesian Society for Disaster Management (MPBI), the Sphere Focal Point, made significant strides to include international quality and accountability standards in the Indonesian humanitarian guidelines. Although Indonesian national standards are not legally binding, it is seen as a useful reference for organisations involved in humanitarian response.⁹⁸

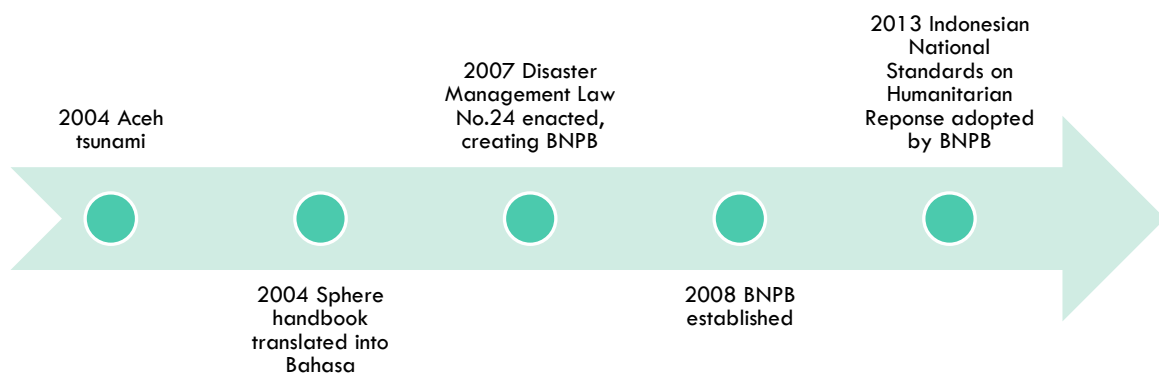


Image 9: Post 2004 Tsunami in Aceh (National Geographic, 2014)

National Disaster Management Agency (BNPB)

BNPB was established in 2008 to replace the former BAKORNAS. In the event of an emergency, BNPB has the authority to direct line ministries, and is independently resourced. The NDMA has an executive body and steering committee comprising government officials and members of the professional community.⁹⁹

2.5 Pakistan

Types of disasters experienced:

Cyclones, droughts, earthquakes, landslides, fires, floods, tsunamis

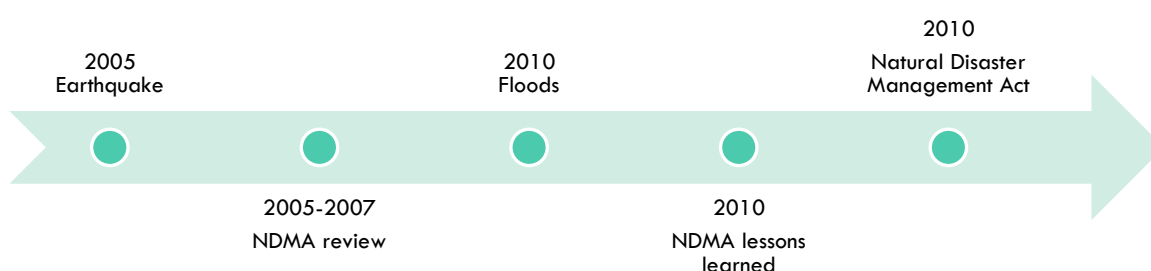
Pakistan is situated on the seismic belt, subjecting the country to frequent earthquakes. Pakistan is also prone to other types of natural disasters including floods, cyclones, landslides and drought. According to Rafiq and Blaschke, Pakistan has one of highest annual average number of people physically affected by floods in South Asia.¹⁰⁰

Table 6: Major disasters since 1935¹⁰¹

Type of disaster	Region affected	Year	Magnitude (Richter Scale)	Fatalities
Earthquake	Quetta	1935	7.7	60,000
Earthquake and tsunami	Balochistan	1945	7.8	Over 4,000
Floods	Punjab Province	1950	-	2,900
Cyclone	East Pakistan (now Bangladesh)	1970	-	500,000
Earthquake	Hunza	1974	6.2	5,300
Drought	Balochistan	2000	-	1.2 million
Earthquake	Kashmir	2005	7.6	73,000
Cyclone	Yemyin	2007	-	380
Lake disaster	Hunza	2010	-	20
Floods	Sindh	2010	-	Over 6 million

Sphere Adoption and Timeline

Pakistan has a very high standard of adoption. The Government of Pakistan has committed to adhere to and promote the Sphere Minimum Standards. The NDMA action is guided by the National Disaster Management Plan (NDMP) that was developed in 2012 after extensive cross-sectoral consultations.¹⁰² Another document that is constantly referred in the NDMP is the National Disaster Response Plan.¹⁰³ Both documents explicitly refer to the Sphere Minimum Standards.

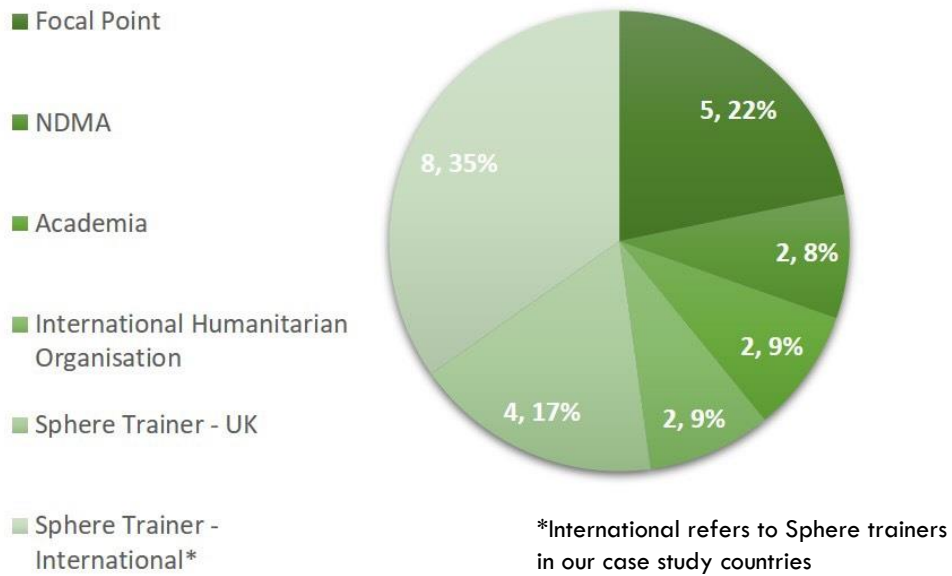


Natural Disaster Management Authority

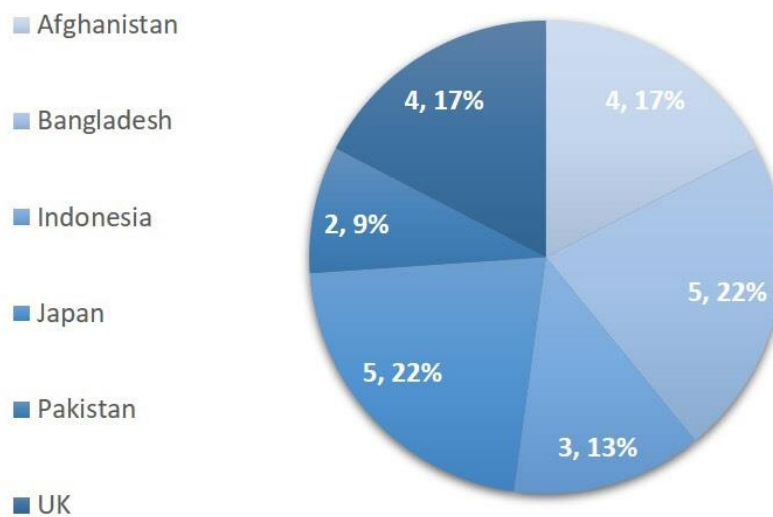
In 2007 the NDMA was established in Pakistan with aim to implement, coordinate and monitor the disaster management activities including prevention, preparedness, mitigation, response, reconstruction and rehabilitation programmes. The organisation is headed by the Chairman who directly reports to the Prime Minister. Article 9 of the Natural Disaster Management Act 2010 stipulates the roles and responsibilities of the NDMA.¹⁰⁴

3. Interviewee statistics

Interviewee – type of organisation



Interviewee – country of origin



4. List of interviewees

Afghanistan			
Name	Organisation	Position	Interview date
Mohammad Qaseem Haidari	Afghan National Disaster Management Authority	Deputy Minister for Policy, Coordination, and Planning	13/02/2019
Zobair SOHAIL	Agency Coordinating Body for Afghan Relief & Development (ACBAR)	Country Focal Point	14/02/2019
Anonymous One	UN Food and Agriculture Organisation	Part of Nutrition Cluster	03/03/2019
Anonymous Two	INGO Afghanistan	Senior Programme Manager and ANDMA Focal Point	28/02/2019
Anonymous Three	Embassy Afghanistan	Political Advisor	03/03/2019 What's App Correspondence

Bangladesh			
Name	Organisation	Position	Interview date
Moyen Uddin Ahmmed	BRAC SCP	Country Focal Point	17/01/2019
Nayeem Wahra	University of Dakar BRAC	Professor / Advisor	15/02/2019
Abdul Latif Khan	CARE Bangladesh	Former Country Focal Point	26/02/2019 Email correspondence
Anonymous Four	International Organisation working in Cox's Bazar		01/02/2019
Anonymous Five	International Organisation working in Cox's Bazar		08/02/2019

Japan			
Name	Organisation	Position	Interview date
Takeshi Komino	CWS Japan JQAN	Organising and conducting Sphere training in Japan	28/01/2019
Nahoko Harada	Miyazaki University	Sphere trainer	07/02/2019
Mariko Kimura	Former NGO worker	Sphere trainer	12/02/2019
Kouji Kitamura	Tokushima Prefectural Government	Tokushima Disaster Crisis Management Unit Manager	07/03/2019

Indonesia			
Name	Organisation	Position	Interview date
Iskandar Leman	Indonesian Society for Disaster Management MPBI	Country Focal Point	6/02/2019
Ary Ananta Prrasetya	Arbeiter Samariter Bund (ASB)	Sphere trainer	13/02/2019
Anggraeni Puspitasari	ASB	NGO worker	5/03/2019 Email correspondence

Pakistan			
Name	Organisation	Position	Interview date
Nabia Farrah Khurram Saeed	CWSA Pakistan	Country Focal Point	19/02/2018
Imran Inam	CRDO	Country Focal Point	20/02/2019

United Kingdom			
Name	Organisation / occupation	Position	Interview date
Perry Seymour	Independent Consultant	Sphere trainer	29/11/2018
Ben Mountfield	Independent Consultant	Co-editor of the 2016 Sphere Discussion paper	14/12/2018
Kelly Wooster	Project manager	Sphere trainer	19/12/2018
Anonymous Six			11/12/2018

5. Interview question samples and table

Interview guide

All interviews were semi structured. Interviews followed broad similar themes but tailored and varied slightly depending on the role and the experience of the interviewee

Interview Format and List of questions

1. **Introduction and Set-Up**
 - a. Introduction of the project, our affiliation with Sphere, the research we are carrying out, and how the information provided will be used
 - b. Option of anonymity
 - c. Permission to record
2. **Experience and Role**
 - a. Establishing the interviewees role and experience
 - b. Establishing their experience and interaction with Sphere
3. **Perceptions and knowledge of Sphere in the country**
 - a. Degree of Adoption of Sphere in the country/countries they are working in
 - b. How much knowledge do they have, how aware are they, and at what level
 - c. Language (clarification on Sphere handbooks in their local language?)
 - d. What chapters of the Sphere handbook they are aware/use, and why?
 - e. How are the Sphere standards seen? International? Global? Local?
4. **Process of adoption and Factors influencing adoption**
 - a. What has been useful in leading to the adoption/uptake of Sphere, who and what helped
 - i. Specific post disaster response, media, etc
 - b. Role of NGO networks, UN and donors
 - c. Adoption at a local level/national level
 - d. Role of contextualisation and how process occurred
5. **Barriers to adoption**
 - a. International standards vs existing national response mechanisms
 - b. Lack of understanding on the standards/chapter context; why and how
 - c. Language and cultural context - to what degree does this have an effect?
 - d. Difficulty of local contextualisation of Sphere standards
6. **Sphere training context (for Sphere trainers, people received Sphere training)**
 - a. Selection of people attending Sphere training
 - i. Are there any selection processes of people who receive training?
 - ii. Are NDMA's included in the training – if not why?
 - b. Frequency of Sphere trainings
 - i. How are these trainings advertised?
 - ii. Is there a regular monitoring/follow up on people who received training?
 - c. Challenges faced in organising these trainings – if any (funding, interest etc)

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NOTE: All of the timelines and graphic designs in this paper were created by the research group using information from multiple sources listed above, and knowledge gained during interviews and discussions throughout the course of this project.