

DISASTER MANAGEMENT

CHAPTER

IX

9.1 Due to its geo-climatic conditions, India has been vulnerable to various natural disasters. About 60% of its landmass is prone to earthquakes; over 40 million hectares is prone to floods; 68% of the area is susceptible to drought and of the 7,500 kilometer (km.) of the coast line close to 5,700 km. is prone to cyclones. The Tsunami disaster, which struck five coastal States/Union Territories (UTs) in India in December 2004, has further highlighted the vulnerability of the coastal areas. Fire incidents, industrial accidents and other manmade disasters involving chemical, biological and radioactive materials are additional hazards. All this has underscored the need for strengthening mitigation, preparedness and response measures.

Role of Central and State Governments

9.2 The basic responsibility for undertaking rescue, relief and rehabilitation measures in the event of a disaster rests with the concerned State Government. The Central Government supplements the efforts of the State Governments by providing logistic and financial support in case of severe natural calamities. The logistic support includes deployment of aircrafts and boats, specialist teams of Armed Forces, Central Paramilitary Forces and personnel of National Disaster Response Force (NDRF), arrangements for relief materials & essential commodities including medical stores, restoration of critical infrastructure facilities including communication network and such other assistance as may be required by the affected States to meet the situation effectively.

Change of approach

9.3 The Government has brought about a change in the approach to disaster management in the country and moved from a relief-centric approach to a holistic approach covering the entire cycle of disaster management encompassing prevention, mitigation, preparedness, response, relief and rehabilitation. The approach proceeds from the conviction that development cannot be sustainable unless disaster mitigation is built in the development process.

Disaster Management Act (DMA)

9.4 The Government have enacted and notified the Disaster Management Act, 2005 on December 26, 2005 to provide for effective management of disasters and for matters connected therewith or incidental thereto. It provides institutional mechanisms for drawing up and monitoring the implementation of the disaster management plans, ensuring measures by various wings of the Government for prevention and mitigating the effects of disasters and for undertaking a holistic, coordinated and prompt response to any disaster situation. The Act also provides for setting up of a National Disaster Management Authority (NDMA) under the chairmanship of the Prime Minister, State Disaster Management Authorities (SDMAs) under the chairmanship of the Chief Ministers and District Disaster Management Authorities (DDMAs) under the chairmanship of District Magistrates. The Act

further provides for constitution of a National Executive Committee (NEC), headed by the Home Secretary, National Institute of Disaster Management (NIDM) and National Disaster Response Force (NDRF). It also provides for the concerned Ministries and Departments to draw up Department-wise plans in accordance with the National Disaster Management Plan.

9.5 A Facilitation Committee under the Chairmanship of Secretary (Border Management) in the Ministry of Home Affairs and three sub-committees namely: (i) National Response Plan Committee (ii) National Mitigation Plan Committee and (iii) National Capacity Building Plan Committee have been constituted by the NEC for preparation of National Disaster Plan as envisaged by section 11 of the Disaster Management Act, 2005.

9.6 In addition, the Act contains provisions for constitution of National Disaster Response Fund and National Disaster Mitigation Fund and similar Funds at the State and District levels. The Act also provides for specific role for local bodies in disaster management. Relevant provisions of the Act concerning the State Governments have already been brought into force w.e.f August 01, 2007.

9.7 The Rules relating to NDMA, NEC, NIDM, laying of Annual Report of NDMA in the Parliament and Notice of Alleged Offence have also been notified by the Government of India.

9.8 As per the information received from the States/UTs, Andhra Pradesh, Arunachal Pradesh, Bihar, Chhattisgarh, Delhi, Goa, Haryana, Himachal Pradesh, Karnataka, Kerala, Lakshadweep, Maharashtra, Meghalaya, Mizoram, Nagaland, Puducherry, Punjab, Rajasthan, Sikkim, Tamil Nadu, Uttar Pradesh, Uttrakhand and West Bengal have already constituted SDMAs as per the Act. Gujarat State has SDMA in place as per their State Disaster Management Act. DDMA's have also been constituted by Andhra Pradesh, Bihar, Chhattisgarh, Delhi, Goa, Haryana, Himachal

Pradesh, Karnataka, Lakshadweep, Maharashtra, Meghalaya, Mizoram, Nagaland, Puducherry, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttrakhand and West Bengal.

National Disaster Management Authority (NDMA)

9.9 NDMA has been constituted in accordance with the provisions of the Disaster Management Act, 2005 on September 27, 2006, under the Chairmanship of the Prime Minister. The Authority has nine other Members, one of whom has been designated as the Vice-Chairperson.

9.10 A draft National Policy on Disaster Management has been prepared by NDMA in consultation with this Ministry in keeping with the paradigm shift from the erstwhile relief centric approach to the one envisaging holistic management of disasters with emphasis on prevention, preparedness and mitigation, and is being finalized in consultation with States/UTs and the Central Ministries. NDMA has also taken up the process of formulation of guidelines through a participatory and consultative process involving all the stakeholders, including Government, Non-Government, Academic and Scientific Institutions, Corporate sector and Community. The guidelines on management of earthquakes, chemical(industrial) disasters, floods, biological disasters, cyclones, medical preparedness and mass casualty management and preparation of State Disaster Management Plans have already been released. The National Disaster Response Force(NDRF) which has been constituted by up-gradation/ conversion of two battalions each of Border Security Force (BSF), Indo-Tibetan Border Police(ITBP), Central Industrial Security Force(CISF) and Central Reserve Police Force(CRPF). Recently, a decision has also been taken, in principle, to create two more battalions of NDRF to be raised from the Sashastra Seema Bal (SSB). Details in this regard are under consideration. The NDMA is also facilitating the training and equipping of the Force. Action has

also been taken to provide a separate budget head and budget for the NDRF w.e.f. 2009-10.

9.11 NDMA is also engaged in planning national level mitigation projects related to cyclone, earthquake, floods, etc. Awareness campaign to improve risk perception, preparedness and self reliance in the context of cyclone and earthquake disaster has also been launched. It is also facilitating mock exercises in vulnerable states on various types of natural and man-made disasters to help the State Governments in reviewing the adequacy and efficacy of the State and District level Disaster Management Plans and identify gaps in resources and systems. In addition, NDMA has overseen the progress of post-tsunami rehabilitation and reconstruction activities in Andaman & Nicobar Islands.

Financial Mechanism

9.12 The Scheme of financing the expenditure on disaster is based on the recommendations of the successive Finance Commissions. The present scheme, which is in operation from 2005-06 to 2009-10, is based on the recommendations of the Twelfth Finance Commission (TFC). The TFC has recommended continuation of the Schemes of Calamity Relief Fund (CRF) and National Calamity Contingency Fund (NCCF). The TFC has recommended that avalanches, cyclone, cloud burst, drought, earthquake, fire, flood, hailstorm, landslides and pest attacks are to be considered as natural calamities for providing assistance from CRF/NCCF.

Calamity Relief Fund (CRF)/National Calamity Contingency Fund (NCCF)

9.13 To ensure ready availability of funds with the States, a CRF has been constituted for each State with an allocated amount, based on the recommendations of the TFC. The CRF comprises contributions by the Government of India and the State Government in the ratio of 3:1. The Central share is released in two equal installments: first in the month of June and second in the month of December. Under the Scheme of CRF/NCCF, the State Level Committee headed by the Chief Secretary is fully authorized to decide on all matters

relating to the financing of the relief expenditure from the CRF, in accordance with the items and norms approved by the Government of India.

9.14 In the event of a calamity of a severe nature, in which the requirement of funds for relief operations is beyond the funds available in the State's CRF account, additional Central assistance is provided from NCCF, after following the laid down procedure. As per this procedure, the State Government is required to submit a memorandum indicating the sector-wise damage and requirement of funds. On receipt of memorandum, an Inter-Ministerial Central Team is constituted and deputed for an on the spot assessment of damage and requirement of funds for relief operations, as per the existing items and norms of CRF/NCCF. The report of the Central Team is considered by the Inter-Ministerial Group (IMG) headed by the Union Home Secretary. Thereafter, the High Level Committee, comprising of the Agriculture Minister, the Finance Minister, the Home Minister, and the Deputy Chairman, Planning Commission considers the request of the State Government in the light of the report of the Central Team, recommendations of the IMG thereon, norms of assistance and balance available in the State's CRF and approves the quantum of assistance to be released from NCCF.

9.15 As per the recommendations of the 12th Finance Commission, cumulative total allocation of Rs.21,333.33 crore has been made to all the States for the period from 2005-2010. For the year 2008-09, the allocation in CRF is Rs.4,427.99 crore out of which 75% amounting to Rs.3,320.97 crore is the share of GOI and 25% amounting to Rs.1,107.02 crore is the share of State Governments. During the year 2008-09, an amount of Rs.1,561.025 crore was released as 1st installment of Central share of CRF to 26 States. The 1st installment to the remaining 2 States of Maharashtra and Mizoram have not been released by the Ministry of Finance due to non-submission of utilization reports by the respective States.

9.16 In addition, the 2nd installment of Central share of CRF for the year 2008-09, amounting to Rs.1,366.83 crore was released to 20 States. Also,

Rs.145.985 crore arrears of previous year and Rs.146.64 crore 25% of Central share has been released, in advance, during 2008-09 for the year 2009-10. Beside this, financial assistance of Rs.2,279.91 crore has been provided to various States from NCCF during 2008-09, as on March 31, 2009. A statement showing State-wise releases of funds from CRF/NCCF during 2008-09 is at **Annexure-X**.

Strengthening the monitoring mechanism for CRF/NCCF

9.17 The Ministry of Home Affairs had constituted an Inter Ministerial Committee (IMC) on implementation of Schemes of CRF/NCCF. The Committee after considering the views from various States/UTs and detailed discussions among the Members and representatives of some State Governments formulated and finalized the format/guidelines relating to (i) monitoring of relief expenditure (ii) preparation of Annual Report on management of natural calamities by the States/UTs (iii) preparation of Memoranda by the affected States/UTs seeking additional financial assistance in the wake of a calamity of a severe nature and (iv) preparation of report by the Central Team deputed to the affected States/UTs for assessment of the situation caused by natural calamities and requirement of funds. These guidelines/formats have been compiled in the form of a manual, which has been circulated to all the States on May 28, 2008 and has also been uploaded on the website "ndmindia.nic.in".

9.18 In order to improve the existing mechanism of monitoring the relief expenditure, a web-based computerized tracking system has also been developed. The system will facilitate the concerned state government to feed necessary information in the prescribed format. This system, apart from strengthening monitoring of financial/physical achievements will also assist in generation of various query based reports.

9.19 A practical training programme to the officers of all the States on the operation of web based computerized monitoring system for the Relief expenditure was organized in association with the NIC by this Ministry.

Financing Mechanism as per DM Act-2005

9.20 Constitution of National Disaster Response Fund and National Disaster Mitigation Fund

- (i) Sections 46 and 47 of the Disaster Management Act, 2005 provide for constitution of National Disaster Response Fund (NDRF) and National Disaster Mitigation Fund (NDMF) by the Central Government. While NDRF shall be applied by the NEC towards meeting the expenditure for emergency response, relief and rehabilitation, NDMF shall be applied by NDMA for projects exclusively for the purpose of mitigation.
- (ii) A proposal for constitution of NDRF with an initial corpus of Rs.100 crore has been approved by the Government. The existing scheme of NCCF will remain in parallel operation with this Fund till the duration of the Award of the 12th Finance Commission i.e. up to March 31, 2010.

9.21 The modality for constitution of NDRF and NDMF stand referred to the 13th Finance Commission. This Ministry in its memorandum submitted to the 13th Finance Commission has *inter- alia* suggested for merger of the NCCF with the NDRF as provided in the Disaster Management Act, 2005 w.e.f. April 1, 2010. It has also been suggested that the list of natural calamities may further be widened by including calamities like cold wave/heat wave, frost, sea erosion and lightning in addition to the already notified natural calamities eligible for relief under CRF/NCCF viz. avalanches, cyclone, cloud burst, drought, earthquake, tsunami, fire, flood, hailstorm, landslides and pest attacks.

Expenditure on Long-Term Rehabilitation and Reconstruction

9.22 The Schemes of CRF/NCCF provide for

only immediate relief to the victims of natural calamities. The expenditure on restoration of infrastructure and other capital assets (except those intrinsically connected with immediate relief operations and connectivity with the affected areas and population) are required to be met from the Plan funds of the States.

9.23 During the year 2005, 13 States and one UT were affected by various natural calamities. While 12 States and one UT were affected by floods of severe nature, the State of Jammu & Kashmir was affected by a severe earthquake. In pursuance to the decision of the High Level Committee (HLC) in its meeting held on December 7, 2005 and the announcement made by the Minister of Finance in the Parliament during the Budget Speech of 2006-07 for providing money for rehabilitation and reconstruction of infrastructure damaged by natural calamities of severe nature during the year 2005, the Inter-Ministerial Committee (IMC) set up under the Chairmanship of Vice Chairman, NDMA, in consultation with the Planning Commission and concerned State Governments, assessed the requirement of financial assistance in respect of 12 States and 1 UT for reconstruction of damaged infrastructure. The HLC considered the recommendations of the IMC in respect of these

12 States and 1 UT and recommended Additional Central Assistance (ACA) as additionality to their State Plans in the form of 30% grant for general category States and 90% grant for special category States, which was approved by the Cabinet. The loan component of the Central Assistance which is 70% in case of General Category States and 10% in case of Special Category States would be raised by the States. The entire grant component of Rs.572.29 crore (90%) in respect of Jammu & Kashmir has been released by the Ministry of Finance, while 1st installment of Net Grant Component to the States of Andhra Pradesh, Arunachal Pradesh, Gujarat, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Tamil Nadu, Uttar Pradesh and Sikkim was provided in the Annual Plans of these States for 2008-09. The second installment of the Grant component would be released on the submission of utilization of 75 percent of the first installment.

Monsoon Behavior in 2008

9.24 The southwest monsoon rainfall figures for the period June 1 to September 30, 2008 for the country as a whole and the four broad homogeneous regions are as follows:

| Region | Forecast | Actual |
|--|------------------------|-------------|
| All India | 100% of LPA * \pm 4% | 98% of LPA |
| Northwest India (Jammu & Kashmir, Himachal Pradesh, Punjab, Rajasthan, Haryana, Chandigarh, Delhi, Uttaranchal and Uttar Pradesh) | 96% of LPA \pm 8% | 107% of LPA |
| Northeast India (Arunachal Pradesh, Meghalaya, Assam, Nagaland, Manipur, Mizoram, Tripura, Sikkim, West Bengal, Bihar and Jharkhand) | 101% of LPA \pm 8% | 94% of LPA |
| Central India (Gujarat, Madhya Pradesh, Chattisgarh, Maharashtra, Goa and Orissa) | 101% of LPA \pm 4% | 96% of LPA |
| South Peninsula (Andhra Pradesh, Karnataka, Tamil Nadu, Kerala, Lakshadweep and Andaman and Nicobar Islands) | 98% of LPA \pm 8% | 96% of LPA |

* LPA : Long Period Average

9.25 The cumulative seasonal rainfall for the country as a whole was near normal. Rainfall for the season (June 1 to September 30, 2008) was 98% of LPA. Out of 36, 30 meteorological subdivisions recorded normal rainfall (+19% to – 19%). 02 viz. Punjab and Orissa received excess (+20% or more) rainfall and 4 meteorological subdivisions viz Nagaland, Mizoram, Manipur & Tripura; West Madhya Pradesh; Vidarbha and Kerala recorded deficient rainfall (-20% to 59%)

Natural calamities in 2008

9.26 During the south west monsoon 2008, a total of 22 States and 01 UT reported damage in varying degrees due to heavy rains/floods etc. These were (i) Andhra Pradesh, (ii) Arunachal Pradesh, (iii) Assam, (iv) Bihar, (v) Chhattisgarh, (vi) Goa, (vii) Gujarat, (viii) Haryana (ix) Himachal Pradesh, (x) Jharkhand (xi) Karnataka, (xii) Kerala, (xiii) Madhya Pradesh, (xiv) Maharashtra, (xv) Meghalaya (xvi) Orissa, (xvii) Punjab, (xviii) Rajasthan, (xix) Tamil Nadu, (xx) Uttar Pradesh, (xxi) Uttarakhand, (xxii) West Bengal and (xxiii) Puducherry.

Extent of damage in the country (provisional)

| | |
|--|------------------------|
| No. of districts affected (out of total 602 in the country) | 182 |
| No. of villages affected | 41,509 |
| Population affected | 324.66 Lakh |
| Cropped area affected | 35.56 Lakh Hectares |
| Houses damaged | 16.46 Lakh |
| No. of human lives lost | 3,405 |
| No. of cattle perished | 53,833 |

9.27 State-wise details of extent of damage is at **Annexure – XI**.

Monitoring of the situation by the Ministry of Home Affairs

9.28 The National Crisis Management

Committee (NCCM), under chairmanship of Cabinet Secretary and the National Executive Committee (NEC) headed by the Union Home Secretary monitored the progress of relief operations, particularly in the case of the large scale flooding caused by the breach of the embankments of the river Kosi in Bihar.

9.29 The Control Room in this Ministry, which functions on 24x7 basis, apart from coordinating assistance from GOI, issued advisories to the State Governments to take necessary preparatory measures and prepared daily situation reports which were forwarded to all concerned and also uploaded on the website “*ndmindia.nic.in*” on a daily basis. Senior officers of the Ministry remained in constant touch with the Chief Secretaries and Relief Commissioners of the affected States. Being the nodal Ministry, Ministry of Home Affairs monitored the flood situation continuously through close interaction with India Meteorological Department (IMD), Central Water Commission (CWC), Control Rooms of States and districts and other concerned line Ministries.

Logistic Support provided by Government of India

9.30. The concerned State Governments, as the first responders, reacted promptly to the flood situation and undertook immediate rescue and relief operations. These included evacuation and shifting of the people to safer places, setting up of relief camps, providing gratuitous relief, distribution of essential commodities, provision of safe drinking water, health and hygiene measures, etc. This effort was suitably reinforced, with alacrity, by the Government of India, which rendered the necessary financial and logistic support to the affected State Governments to enable them to deal effectively with the flood situation.

9.31 The Ministry of Home Affairs coordinated with the Ministries/Departments/Agencies rendering Emergency Support Functions to ensure convergence of efforts to deal effectively with the

situation caused by the floods during the South-West monsoon. The Government of India supplemented the efforts of the State Governments by providing logistic support which *inter-alia* included deployment of National Disaster Response Force personnel, Air Force helicopters/ Aircraft, Army Boats, Army Columns and Naval personnel. The Regional Directors of Ministry of Health and Family Welfare coordinated the efforts of State Health Authorities in preventing outbreak of epidemics and maintaining public health and hygiene. Similarly the availability of stocks of essential commodities and petroleum products in the affected areas were also monitored by the respective Central Ministries. The concerned Ministries also took necessary steps to repair the damaged infrastructure of an immediate nature. State wise details of logistic support provided by the Government of India are at **Annexure - XII**.

BIHAR FLOODS

9.32 The breach in Kusaha in Nepal on the August 18, 2008 resulted in the river flowing on an entirely new course. At the peak on August 29, 2008 the flow in the new course was 1,91,800 cusec, while the flow in the old course was only 25,744 cusec. This breach caused extensive damage in the districts of Supaul, Madhepura, Saharsa, Araria and Purnia. About 33.29 lakh persons, 3.68 lakh ha of cropped area and 2.37 lakh houses were affected in 993 villages in these five districts, besides the loss of 527 human lives and 1,923 livestock perished.

9.33 Ministry of Home Affairs coordinated the efforts of the Government of India by providing timely logistic and financial support to supplement the efforts of the State Government for meeting the situation effectively. The logistic support provided include 37 Army columns with Engineering Task Forces, 37 medical teams, 15 helicopters, 03 relief teams of Navy with 66 Gemnies with OBMs, 775 boats/BAUTS from

Army, NDRF, CPFs and Navy, 855 NDRF Personnel, over 11,000 Tents and 10 satellite phones.

9.34 Further the Ministry of Home Affairs also coordinated with all the line Ministries/ Departments for providing immediate relief viz. foodgrains, medicines, petroleum products, shelter material, fodder, transportation, etc.



Medical Camp organized by SSB at Araria, Bihar for flood victims

9.35 As announced by the Prime Minister, the Government released an ad-hoc amount of Rs.1,000 crore from NCCF to Bihar on August 29, 2008, besides advance release of Central share of CRF for the year 2008-09 amounting to Rs.121.86 crore to undertake immediate relief measures.

9.36 The NDRF Bns. actively engaged themselves in Flood Rescue and Relief operations in Bihar, Assam and Orissa. The swift and highly skilled flood rescue operations of NDRF Bns. saved about 1,05,000 lives in these states. Relief supply including medical aid, medicines and drinking water were also distributed by NDRF Bns. among the stranded flood victims in these states. One team of NDRF was deployed on Amarnath Yatra route and another on the Kailash Manasarovar Yatra route during the months of July-August 2008 to assist the pilgrims.

Tsunami Rehabilitation Programme

9.37 The Government approved on December 8, 2005 a “Tsunami Rehabilitation Programme” (TRP) for rebuilding the infrastructure damaged due to Tsunami and for rehabilitation of people affected by Tsunami, covering housing, agriculture, fisheries, ports and jetties, power, water and sanitation, environment, social infrastructure, etc., at an estimated outlay of Rs.9,870.25 crore (later revised to Rs.9,822.10 crore) to be implemented over a period of four years from 2005-06 to 2008-09. This includes an amount of Rs.1,772.62 crore relating to long term reconstruction transferred from the Rajiv Gandhi Rehabilitation package sanctioned earlier for immediate relief and rehabilitation of Tsunami Victims. State Governments/UT Administrations, CPWD and the Department of Shipping are implementing the TRP. The States have made considerable progress in rehabilitating the people affected by the Tsunami by way of making available temporary shelters, permanent houses, replacement of damaged boats/nets/fishing gear, etc, repairs of roads and bridges and reclamation of agricultural and horticultural land affected by salinity. The State/UT-wise physical progress in four major sectors of housing, agriculture and livelihood, fisheries and livelihood and roads and bridges up to September 2008 is at **Annexure-XIII**.

NATIONAL INSTITUTE OF DISASTER MANAGEMENT (NIDM)

9.38 The NIDM came into existence in October, 2003 and was inaugurated by the then Union Home Minister on August 11, 2004. The Institute has achieved the status of a statutory organization under the DM Act, 2005. The NIDM has been entrusted with the responsibility to develop training modules; undertake research and documentation in disaster management; organize training programmes; undertake and organize study courses, conferences, lectures and seminars to promote and institutionalize disaster management; and undertake and provide for publication of journals, research papers and books.

Training Programmes/Workshops till March 31, 2009

9.39 The Institute has conducted 71 training programmes on different aspects of disaster management from April 1, 2008 to March 31, 2009. Out of these, 28 programmes have been conducted in State Capitals in collaboration with the Administrative Training Institutes (ATIs). Over 2,000 participants attended these programmes. In addition to training programmes, the Institute has also organised a National level workshop on Chemical Hazards.

Satellite Based Programmes

9.40 NIDM also conducted two satellite-based programmes in collaboration with ATI Madhya Pradesh and ATI Karnataka during the current year. Over 7,000 grass-roots functionaries attended these programmes.

Annual Training Conference

9.41 The Institute organised an Annual Training Conference, which was attended by representatives from Central Ministries/Departments and DGs of State Administrative Training Institutes and Heads/faculty of Disaster Management Centres of States.

Online Training Programmes

9.42 The Institute, in collaboration with the World Bank Institute (WBI), has organized one online training programme on Comprehensive Disaster Risk Management and four specialized online programmes on Community Based Disaster Risk Management, Financial Strategies in Disaster Management, Damage & Reconstruction Needs Assessment and Safe Cities during the current year. Over 300 participants got benefitted from these programmes.

SAARC Disaster Management Centre

9.43 SAARC Disaster Management Centre (SDMC) located in Delhi is a regional organization of 8 South Asian Countries. SDMC has been conducting a series of programmes on disaster management in the region.

MITIGATION MEASURES

Building Bye-laws

9.44 An Expert Committee was constituted to formulate model building bye-laws, town and country planning legislation, zoning and building regulations for incorporating disaster resistant features. The Report of the Expert Committee has been shared with the State Governments and a series of seminars organized by the Building Materials and Technology Promotion Council (BMTPC) to facilitate adoption of disaster mitigation technologies under a techno-legal regime. Technical Workshops have been held in 20 States and UTs.

Capacity Building Programmes

9.45 Recognizing the need to equip the working engineers and architects with relevant knowledge on the subject, this Ministry has formulated two national programmes - the National Programme for Capacity Building of Engineers in Earthquake Risk Management (NPCBEERM) and the National Programme for Capacity Building of Architects in Earthquake Risk Management (NPCBAERM). These programmes which were launched in the year 2004 and envisaged training 10,000 practicing engineers and 10,000 practicing architects have been extended up to March 31, 2010. These twin programmes are being implemented by NIDM.

Disaster Risk Management Programme (DRMP)

9.46 DRMP has been taken up in 176 most hazard prone districts in 17 States with assistance from United Nations Development Programme (UNDP), United States Agency for International Development (USAID), European Union and some other international agencies. The programme aims at putting in place sustainable initiatives with the involvement of local self-government institutions and communities. The States are being assisted to draw up State, District and Block level disaster management plans. Village level Disaster Management Plans are being developed in

conjunction with Panchayati Raj Institutions (PRIs) and Disaster Management Teams consisting of village volunteers are being trained in preparedness and response functions such as search and rescue, first-aid, relief coordination, shelter management plans, etc. The State and District level multi-hazard resistant Emergency Operation Centres (EOCs) are also being set up under this programme including provision of equipments for EOCs. Orientation training of engineers, architects and masons in disaster resistant technologies has been initiated. Disaster Management Plans have been prepared for 1,40,171 villages, 29,965 Gram Panchayats, 1,389 Blocks and 175 Districts. Members of Disaster Management Committees are being trained. 14.69 lakh members at village level, 3.89 lakh at Gram Panchayat level, 56,200 at block level, 50,410 at district level have already been trained. In addition, a large number of volunteers and other stakeholders have also been imparted training under the programme. A sub-component of this programme i.e. the Urban Earthquake Vulnerability Reduction Project (UEVRP), has been undertaken in 38 cities having population of over five lakhs in seismic zone III, IV and V. Detailed information, education and communication materials have been compiled and disseminated to the State Governments. The Programme Management Board in its 6th Meeting held in December 2008 agreed to extend the Programme till June 2009. A Graduation-cum-Exit Strategy for replacing the existing externally aided scheme by the concerned State Governments has been drafted and is being finalized in consultation with the State Governments.

Communication Network

9.47 Communication is normally the first casualty in case of a major calamity, since the traditional communication network systems normally break down in such situations. It has, therefore, been decided to put in place multi-mode, multi-channel communication systems with enough redundancy. Phase-I of the National Emergency Communication Plan has been implemented. It will provide satellite based mobile voice/data/video

communication between National Emergency Operation Centres (EOCs) and the mobile EOCs at remote disaster/emergency sites. Phase-II of the plan envisages connecting National EOC/State EOCs/District EOCs with the Mobile EOCs at disaster/emergency sites. An instant alert messaging system has also been made operational in the National EOC. It sends alert messages through SMS, e-mail and e-fax.

PREPAREDNESS MEASURES

Annual Conference of Relief Commissioners/Secretaries, Department of Disaster Management of States/UTs held on May 28, 2008

9.48 Annual Conference of Relief Commissioners/ Secretaries, Department of Disaster Management of States/UTs was held on May 28, 2008 in New Delhi to review the status of preparedness for ensuing South-west Monsoon, 2009 and to discuss other disaster management related issues. The representatives of various Central Ministries/Organizations rendering Emergency Support Functions also participated besides representatives of Central Para-Military Forces.

9.49 During the conference emphasis was laid on the crucial roles of States/ UTs and Central Government during natural calamities and the need for close coordination with IMD, CWC, Armed Forces and other concerned agencies of the State & Central Government.

9.50 India Metrological Department (IMD) and Central Water Commission (CWC), which are the national agencies for forecasting and dissemination of information on rainfall and floods, elaborated their plans for strengthening and modernization of their network in the country.

GoI-USAID assisted Disaster Management Support (DMS) Project

9.51 The bilateral agreement on the Disaster

Management Support (DMS) Project signed between the Government of India and the United States Agency for International Development (USAID) is under implementation. The Road Map on implementation focuses on Capacity Building viz Incident Command System (ICS), review of Management and Education System, Curriculum Development for Civil Defence and Disaster Communication, Study on Early Warning and assistance to Delhi Government for Retrofitting Project. The DMS Project also provides for equipments worth US \$ 0.5 million for Advance SAR training of NDRF and establishment of Model EOCs at the national level, procurement of which has been processed by the project implementing agency.

Crisis Management Plan (CMP)

9.52 The Crisis Management Plan of the Ministry has been issued in 2007 for implementation, and envisages preparation of CMPs by all State Government and UT Administrations. Two training workshops to facilitate formulation of comprehensive CMPs and SOPs for specific Crises situations were organized in August 2008 and January 2009 by NIDM, in which 53 officials of various States and UTs participated.

Incident Command System (ICS)

9.53 In order to professionalize emergency response management by providing the designated coordinating officers at various levels a backup of a professional team comprising of trained members for performing specialized functions, ICS is being introduced in the country. The system provides for specialist incident management teams with an Incident Commander and officers trained in different aspects of incident management – logistics, operations, planning, safety, media management, etc.

9.54 National Institute of Disaster Management (NIDM) has been entrusted with the role of nodal National Level Institute for training and

institutionalization of ICS in India. The Lal Bahadur Shastri National Academy of Administration (LBSNAA) continues as lead training Institute for training in ICS for All India Services officers. After imparting training to a sizeable mass ICS is being tested in the States of Andhra Pradesh and Assam besides Gujarat as Pilot State.

3 years training programme in Indo-Swiss Collaboration for specialized training of National Disaster Response Force

9.55 A 3 year's training programme in Urban Search and Rescue under Indo Swiss Collaboration is under implementation for the NDRF. The programme envisages training of one NDRF Search and Rescue Battalion (including canine Training) by the end of 2010. For 2008, training of one Search & Rescue team was conducted as planned. The training activities and events envisaged for 2009 are underway. The programme will also facilitate development of infrastructure of INSARAG standards and capacities to replicate it further.

CIVIL DEFENCE

9.56 The Civil Defence Act, 1968 is applicable throughout the country, but the Civil Defence Organization is raised only in such areas and zones which are considered vulnerable to enemy attacks. The revision and renewal of categorized Civil Defence towns is done at regular intervals, with the level of perceived threat remaining the fundamental criterion for categorization. At present, Civil Defence activities are restricted to 225 categorized towns, spread over 35 States/ UTs.

9.57 Civil Defence is primarily organized on a voluntary basis, except for a small nucleus of permanent staff and establishment, which is augmented during emergencies. As against a target of 13.24 lakh Civil Defence volunteers, 6.90 lakh volunteers have been raised and 5.20 lakh have been trained. These volunteers are supervised and

trained by 110 Deputy Controllers, 32 Medical Officers and 425 Civil Defence Instructors, who hold permanent posts.

9.58 Apart from carrying out training and rehearsal/ demonstration of Civil Defence measures during peace time, Civil Defence volunteers are also deployed, on a voluntary basis, in various constructive and nation building activities, which include providing assistance to the administration in undertaking social and welfare services and in the prevention/mitigation of natural/man-made disasters as well as in post-disaster response and relief operations. Civil Defence training is conducted by the State Governments/UT Administrations in three tiers, i.e. at the Local/town level, State level and National level.

9.59 Central financial assistance is provided to the States for undertaking Civil Defence measures for raising, training and equipping of Civil Defence volunteers is confined to categorized towns.

Civil Defence and Disaster Management

9.60 It has been increasingly felt that Civil Defence has an important role to play in disaster relief, preparedness, etc., as communities are often the first responders in any disaster situation. With this in view, the Government had set up a High Powered Committee (HPC) under the Chairmanship of Shri K.M. Singh, Member, NDMA in February 2006 to suggest ways and means of integrating Civil Defence in disaster management. Based on the recommendations of HPC, a Scheme for Revamping the Civil Defence set up in the Country has been finalized by the Ministry at an estimated cost of Rs.100 crore for implementation during the XIth Five Year Plan. Necessary approvals have been obtained for the scheme. It has also been decided to amend the Civil Defence Act, 1968 to include disaster management in its purview.

9.61 The Parliamentary Consultative Committee for the Ministry of Home Affairs in their meeting held in December, 2006 had, apart from

disaster management, also suggested utilizing the service of Civil Defence personnel for crime control and maintenance of law & order. After further consideration and deliberation, the Ministry has prepared a pilot project to involve the Civil Defence machinery in dealing with internal security and law and order situations. The Pilot Project basically envisages training of Master Trainers at National Civil Defence College (NCDC), Nagpur, training of Civil Defence volunteers by the Master Trainers at the State and District levels and periodic activities by such trained volunteers at the field level in close coordination with the local police/ administration. The focus of the training of Civil Defence volunteers under this pilot project will be on intelligence gathering, maintenance of communal harmony, prevention of rumor mongering, reporting of suspicious activities and maintaining general vigil in the area of their operation; rescue and relief operations during man-made disasters; Evacuation of casualties and providing first aid; detection of bombs; and assisting Police in law & order situations, etc. The pilot project, involving an expenditure of Rs.3.25 crore will be implemented as a part of the overall scheme for Revamping of Civil Defence set up in the country.

National Civil Defence College

9.62 The First Disaster Management Training Institute of the country was founded on April 29, 1957 at Nagpur as the Central Emergency Relief Training Institute (CERTI) to support the Emergency Relief Organization of the Government of India. This Central Institute organized advanced and specialist training for Revenue officials responsible for Disaster Relief Operations against any natural or manmade disaster. The conflicts of 1962 and 1965 brought forth the need to reorient the emergency training activities from disasters to those relating to protection of life and property, reducing damage, and raising public morale during any war emergency. Hence, CERTI was renamed

as National Civil Defence College on April 1, 1968.

9.63 The College has been recognized by Ministry of Home Affairs as one of the main Centres for Disaster Management Training and a Nodal centre for Radiological, Nuclear, Biological and Chemical Emergency Response training. It has also been recognized as a Premier training establishment in Chemical Disaster Response Training by the Ministry of Environment & Forests.

9.64 In the year 2008, the Institute conducted 21 regular and 4 special training of trainers programs, covering 2,436 trainers which is a record not achieved in past 52 years. The institute also achieved a higher capacity for training the Trainers against its planned capacity. It was for the first time that the institute organized a 12 days training camp for 1,200 NCC Cadets of Senior Division from Maharashtra NCC Directorate under the banner of “AVHAN 2008” an endeavour of the Governor of Maharashtra. The institute also achieved another first by organizing a 4 weeks ToT for 33 students undergoing MBA (Disaster Management) from Institute of Management Studies, Indore affiliated to Devi Ahiliya Vishwavidhyalaya. The Institute is entering into a MoU with the IMS, Indore, to further support their training needs. The Institute also supported the Officer’s Training Academy (NCC), Kamptee in training Associate NCC Officers in Disaster Response by conducting two Capacity Building Training Programs.

9.65 Since its inception in 1957, the Institute has trained 46,374 trainers which also includes 8 foreign nationals. The Institute is intended to become an “Institution of Excellence” of the Ministry of Home Affairs as the Ministry’s Up-gradation Scheme nears completion. Under the Scheme, an academic Block consisting of 2 lecture Halls, 1 Conference Hall, 1 Training Hall, Library and Store and an Up-graded Officers Hostel and

Dining Hall have been constructed. A large number of state of the art equipment and training pros have also been added in the past 4 years.

9.66 A National level Training Conference was conducted by the Institute in November, 2008 to assess the Disaster Management Training Curriculum prepared by USAID through interaction with heads of State CTI's. The Institute also conducted a one day Western Regional Consultation Meeting for NDMA and USAID for formulation of Disaster Management Training Curriculum for Civil Defence volunteers.

9.67 Prominently, The institute conducted a Mass Casualty Management Exercise at Government Medical College and Hospital, Nagpur with the participation of Medical Officers undergoing Medical Operations against WMD and Doctor Interns of the GMCH. The Institute also contributed as part of an evaluation team to assess the Disaster drill carried out by Hindustan Petroleum Coprn. Ltd., LPG Bottling Plant at Khapri, Nagpur.

FIRE SERVICES

9.68 Fire prevention and fire fighting services are basically organized by the States/UTs. The Ministry of Home Affairs renders technical advice to States/UTs and Central Ministries on Fire Protection, Fire Prevention, Fire Legislation and Training.

9.69 With a view to upgrade Fire and Emergency Service in the States, the Ministry of Home Affairs has drawn up a Scheme for Strengthening Fire and Emergency Services' in States/UTs, especially in all District headquarters. The scheme will be implemented in the country at an estimated cost of Rs.200 crore during the XI Plan period.

National Fire Service College (NFSC), Nagpur

9.70 The training of junior level fire

professionals are conducted by the States/UTs in 14 States/UTs in State Fire Training Schools under the aegis of NFSC, Nagpur. Officers of Fire Services are trained in the NFSC, Nagpur, a subordinate training establishment of the Ministry. The College is affiliated to the Nagpur University for undertaking Bachelor of Engineering (Fire) course. Since inception in 1956, the College has so far trained 14,886 Fire Officers, including 71 foreign trainees from 12 countries. Rs.103 crore has been sanctioned by the Ministry to upgrade this college as an Institution of Excellence. The project will be completed in three years.

HOME GUARDS

9.71 Home Guards is a voluntary force, first raised in India in December, 1946, to assist the police in controlling civil disturbances and communal riots. Subsequently, the concept of the voluntary citizens force was adopted by several States. The role of Home Guards is to serve as an auxiliary to the police in maintenance of internal security, help the community in any kind of emergency such as an air-raid, fire, cyclone, earthquake, epidemic, etc., help in maintenance of essential services, promote communal harmony and assist the administration in protecting weaker sections, participate in socio-economic and welfare activities and perform civil Defence duties. The total strength of Home Guards in the country is 5,73,793 against which the raised strength is 4,91,415 Home Guards. The organisation is spread over in all States and UTs, except in Kerala.

9.72 Home Guards are raised under the Home Guards Act and Rules of the States/UTs. All citizens of India, who are in the age group of 18-50, are eligible to become members of Home Guards. Normal tenure of membership in Home Guards is 3 to 5 years. Amenities and facilities given to Home Guards include free uniform, duty

allowances and award for gallantry, distinguished and meritorious services. Members of Home Guards with three years service in the organisation are trained in police in maintenance of law and order, prevention of crime, anti-dacoity measures, border patrolling, prohibition, flood relief, fire-fighting, election duties and social welfare activities. In the event of national emergency, some portion of Civil Defence work is also entrusted to the Home Guards.

9.73 The Ministry of Home Affairs formulates the policy in respect of role, target, raising, training, equipping, establishment and other important matters of Home Guards Organisation. Expenditure on Home Guards is shared between Centre and State Governments as per existing financial policy on discrete financial terms.

9.74 For the financial year 2008-09, a budget of Rs.48 crore was allocated for reimbursement to various states for raising, training and equipping of Home Guards.
