



DISASTER MANAGEMENT

CHAPTER

X

10.1 Due to its geo-climatic conditions, India has been vulnerable to various natural disasters. About 58.6% of its landmass is prone to earthquakes; over 40 million hectares (12% of land) is prone to floods; of 7,516 kilometer (km.) of coast line close to 5,700 km. is prone to cyclones and 68% of the cultivable area is vulnerable to drought. The Tsunami disaster, which struck five coastal States/Union Territories (UTs) in India in December 2004, has further highlighted the vulnerability of coastal areas. Fire incidents, industrial accidents and other manmade disasters involving chemical, biological and radioactive materials are additional hazards, which have underscored the need for strengthening mitigation, preparedness and response measures.

Role of Central and State Governments

10.2 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 Para-military 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

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

Disaster Management Act, 2005

10.4 The Government have enacted and notified the Disaster Management Act, 2005 on December 26, 2005 to provide for the 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 mitigation of the effects of disasters and prompt response to any disaster situation. The Act also provides for setting up of 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 Collectors/District Magistrates/Deputy Commissioners. The Act further provides for constitution of 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 their own Plans in accordance with the National Plan.

10.5 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 1, 2007.

Constitution of State Disaster Management Authorities (SDMAs) and District Disaster Management Authorities (DDMAs)

10.6 The DM Act, 2005 provides for constitution of SDMAs and DDMAs in all the States and UTs. As per the information received from the States/UTs, Andhra Pradesh, Andaman & Nicobar Islands, Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Dadra and Nagar Haveli, Delhi, Goa, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Lakshadweep, Madhya Pradesh, Maharashtra, Meghalaya, Mizoram, Nagaland, Puducherry, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand and West Bengal have constituted SDMAs as per the provisions of the Act. Gujarat State has already constituted SDMA as per their Gujarat State Disaster Management Act. DDMAs have also been constituted in the States of Andhra Pradesh, Andaman & Nicobar Islands, Assam, Bihar, Chandigarh, Chhattisgarh, Dadra and Nagar Haveli, Delhi, Goa, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Lakshadweep, Madhya Pradesh, Maharashtra, Meghalaya, Mizoram, Nagaland, Punjab,

Puducherry, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand and West Bengal. The Act also envisages establishment of State Executive Committees to be headed by Chief Secretary of the State/ UT. Accordingly, 28 State Governments/UT Administrations have taken action in this regard.

10.7 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. The Recruitment Rules for various Group-‘A’ and Group-‘C’ posts of National Disaster Management Authority have been framed, notified and also laid before both the Houses of Parliament. The Annual Report of NDMA for the year 2007-08 has been laid before both the Houses of Parliament.

National Policy on Disaster Management (NPDM)

10.8 The National Policy on Disaster Management (NPDM) has been prepared in tune with and in pursuance of Disaster Management Act, 2005 with a vision to build a safe and disaster resilient India by developing a holistic, proactive, multi-disaster oriented and technology driven strategy through a culture of prevention, mitigation, preparedness and response. The Policy covers all aspects of disaster management including covering institutional, legal and financial arrangements; disaster prevention, mitigation and preparedness, techno-legal regime; response, relief and rehabilitation; reconstruction and recovery; capacity development; knowledge management and research and development. It focuses on the areas where action is needed and the institutional mechanism through which such action can be channelized.

10.9 The NPDM addresses the concerns of all the sections of the society including differently



abled persons, women, children and other disadvantaged groups. In terms of grant of relief and formulating measures for rehabilitation of the affected persons due to disasters, the issue of equity/inclusiveness has been accorded due consideration.

10.10 The NPDM aims to bring in transparency and accountability in all aspects of disaster management through involvement of community, community based organizations, Panchayati Raj Institutions (PRIs), local bodies and civil society.

10.11 The National Policy on Disaster Management has been approved by the Government on October 22, 2009 and circulated.

National Disaster Management Authority (NDMA)

10.12 The NDMA was initially constituted on May 30, 2005 under the Chairmanship of the Prime Minister by an executive order. Following enactment of the Disaster Management Act 2005, the NDMA has been constituted in accordance with the provisions of the Act on September 27, 2006 with nine members, one of whom has been designated as the Vice Chairperson.

10.13 At national level, the NDMA has the responsibility, inter alia, of laying down policies on disaster management and guidelines to be followed by different Ministries or Departments of the Government of India for the purpose of integrating the measures for prevention of disaster or mitigation of its effects in their development plans and projects. It has also to lay down guidelines to be followed by the State Authorities in drawing up State Plans and take such measures for the prevention of disasters or mitigation or preparedness and capacity building for dealing with the threatening

disaster situation or disaster as it may consider necessary.

Financial Mechanism

10.14 The Scheme of financing the relief expenditure 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 Twelfth Finance Commission 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)

10.15 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 is contributed 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.

10.16 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 exiting items and norms of CRF/ NCCF. The report of the Central Team is considered by the Inter-Ministerial Group (IMG) headed by the Home Secretary. Thereafter, the High Level Committee, comprising of the Finance Minister, the Agriculture 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.

10.17 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 2009-10, the allocation in CRF is Rs.4,604.32 crore out of which 75% amounting to Rs.3,453.23 crore is share of Government of India and 25% amounting to Rs.1,339.94 crore is share of State Governments. During the year 2009-10, an amount of Rs. 2,065.25 crore (including Rs.485.27 crore arrears of previous year) has been released as 1st installment of Central share of CRF to 28 States. In addition, the 2nd installment of Central share of CRF for the year 2009-10, amounting to Rs. 1,569.99 crore has been released, to the 24 States.

Beside, financial assistance of Rs.2,994.039 crore has also been provided to various States from NCCF during 2009-10. This includes an 'on account' release of NCCF to the State of Goa (Rs.4.04 crore), Andhra Pradesh (Rs.500 crore), and Karnataka (Rs.500 crore). A statement

showing State-wise releases of funds from CRF/NCCF during 2009-10 is at **Annexure-X**.

Strengthening the monitoring mechanism for CRF/NCCF

10.18 The Ministry of Home Affairs had constituted an Inter Ministerial Committee 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 natural 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".

10.19 In order to have improvement in 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.

10.20 A practical training to the officers of the all 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

Constitution of National Disaster Response Fund and National Disaster Mitigation Fund

10.21 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.

10.22 A proposal for constitution of NDRF with an initial corpus of Rs.100 crore has been approved by the Government. The existing scheme 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. Thereafter, NCCF is expected to merge with the NDRF with the concurrence of the 13th Finance Commission for which a suitable reference has been included in the Terms of

Reference of the Commission.

10.23 The modality for constitution of NDMF was considered. As the huge funds are required for mitigation activities, a reference has been made to the 13th Finance Commission in this regard. The Ministry of Finance has advised that the financing arrangements relating to National Disaster Response Fund (NDRF) and National Disaster Mitigation Fund (NDMF) may not be considered for the present and the final decision may be taken on the final recommendations of the 13th Finance Commission, which has been requested in the Terms of Reference to specifically recommend after reviewing the finance arrangements for disaster management. As such further action will be taken on the basis of the recommendations of the 13th Finance Commission.

Monsoon Behaviour in 2009

10.24 The southwest monsoon rainfall figures for the period June 1 to September 30, 2009 for the country as a whole and the four broad homogeneous regions are as follows:

| Region | Forecast | Actual |
|--|-----------------|------------|
| All India | 93% of LPA + 4% | 77% of LPA |
| Northwest India (Jammu & Kashmir, Himachal Pradesh, Punjab, Rajasthan, Haryana, Chandigarh, Delhi, Uttaranchal and Uttar Pradesh) | 81% of LPA + 8% | 64% of LPA |
| Northeast India (Arunachal Pradesh, Meghalaya, Assam, Nagaland, Manipur, Mizoram, Tripura, Sikkim, West Bengal, Bihar and Jharkhand) | 92% of LPA + 8% | 73% of LPA |
| Central India (Gujarat, Madhya Pradesh, Chattisgarh, Maharashtra, Goa and Orissa) | 99% of LPA + 8% | 80% of LPA |
| South Peninsula (Andhra Pradesh, Karnataka, Tamil Nadu, Kerala, Lakshadweep and Andaman and Nicobar Islands) | 93% of LPA + 8% | 96% of LPA |



10.25 The cumulative seasonal rainfall for the country as a whole was near normal. Rainfall for the season (June 1 to September 30, 2009) was 77% of LPA. Out of 36, 10 meteorological subdivisions recorded normal rainfall (+19% to - 19%). 03 subdivisions viz. Saurashtra & Kutch, North Interior Karnataka and South Interior Karnataka recorded excess (+20% or more) rainfall and 23 meteorological subdivisions recorded deficient rainfall (-20% to -59%). Out of 526 meteorological districts for which data are available, 215 districts (41%) of the meteorological districts received excess/normal rainfall and the remaining 311 districts (59%) received deficient/scanty rainfall during the season.

Natural calamities in 2009

10.26 During the Southwest Monsoon and post monsoon 2009, in total 20 States and 01 UT have reported damage due to cyclonic storms/heavy rains/floods rain oriented calamities etc. in varying degrees. These are (i) Andhra Pradesh, (ii) Assam, (iii) Bihar, (iv) Chhattisgarh, (v) Goa, (vi) Gujarat, (vii) Haryana (viii) Himachal Pradesh (ix) Karnataka, (x) Kerala, (xi) Madhya Pradesh, (xii) Maharashtra, (xiii) Orissa, (xiv) Punjab, (xv) Rajasthan, (xvi) Sikkim (xvii) Tamil Nadu, (xviii) Uttar Pradesh, (xix) Uttarakhand, (xx) West Bengal and (xxi) Puducherry.

Extent of damage in the country (provisional)

| | |
|-------------------------|---------------|
| No. of human lives lost | 1676 |
| No. of cattle perished | 128452 |
| Houses damaged | 1359726 |
| Cropped area affected | 47.134 |
| | Lakh Hectares |

10.27 State-wise details of extent of damage due to heavy rains/flash floods/floods/land slides during the year 2009 is at **Annexure-XI**.

Monitoring of the situation by the Ministry of Home Affairs

10.28 The National Crisis Management Committee (NCMC), 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 West Bengal.

10.29 The Control Room of the 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 this 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

10.30 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 swift 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.

10.31 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 Air Force helicopters, Aircrafts, Army Boats, Army Columns, Naval personnel and National Disaster Response Force (NDRF) personnel. The Regional Directors of Ministry of Health & 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.

10.32 The NDRF Bns actively engaged themselves in cyclone/cyclonic storms/Flood/ landslides etc., Rescue and Relief operations in Andhra Pradesh, Assam, Bihar, Karnataka and Orissa. The swift and highly skilled flood rescue operations of NDRF Bns saved about 21,801



NDRF Team clearing debris after Landslides in Darjeeling in May 2009



NDRF Team rescuing people during Floods in Karnataka in October 2009



NDRF Personnel shifting School Children during Cyclone Aila, May 2009



NDRF Personnel in action during Floods in Bihar in August 2009



human 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. In addition to search & rescue NDRF was deployed on Amarnath Yatra route, on the Kailash Manasarovar Yatra route and election duties during the year 2009 to assist the civil authorities in various States.

National Institute of Disaster Management (NIDM)

10.33 The NIDM came into existence in October, 2003 and was inaugurated by the 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.

10.34 NIDM has the mandate to 'provide assistance in national level policy formulation' and 'state level policies, strategies and frameworks'. In furtherance of this responsibility, NIDM has been organizing various policy workshops and conferences and giving inputs on policy formulation. NIDM was involved in the development of the National Policy on Disaster Management; it is in the process of preparing the National Human Resource Development and Capacity Building Plan on Disaster Management. NIDM has assisted the Planning Commission in formulating the chapters on disaster management, the Administrative Reforms Commission for its recommendations on Crisis

Management and the Thirteenth Finance Commission with a study on Financing Disaster Management.

National Capacity Building Programmes for Engineers and Architects

10.35 NIDM is responsible for implementing two National Programmes for Capacity Building of Engineers and Architects in Earthquake Risk Mitigation (NPCBEERM and NPCBAERM). The programmes target training of 10,000 practicing engineers and 10,000 practicing architects in structural safety, by March, 2010. Beyond that, to reach out to lakhs of professionals, the institute is developing web-based programmes that would cut down face-to-face interaction of the practicing engineers/architects enabling flexi-time and flexi-space learning. The programmes are being conducted in collaboration with IITs and other institutions of national repute and more than 200 engineering and architectural colleges throughout the country.

SAARC Disaster Management Centre

10.36 NIDM hosts the SAARC Disaster Management Centre that works for capacity building in the 8 member countries of SAARC, namely Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka. The Executive Director of the NIDM is also the Director of the SAARC Centre.

Second India Disaster Management Congress

10.37 The NIDM organised the Second India Disaster Management Congress (IDMC 2) from November 4-6, 2009 at Vigyan Bhavan, New Delhi. It provided a platform for interaction amongst scientists, researchers and practitioners

from various disciplines and sectors. The Congress was inaugurated by Gen. N. C. Vij (retd.), Vice Chairperson of National Disaster Management Authority. The Congress had twelve different Thematic Clusters and twenty six Thematic Sessions, where over 300 papers were presented. Hon'ble Shri APJ Abdul Kalam, former President of India graced the occasion and delivered the Valedictory address.



MITIGATION MEASURES

National Emergent Reserve

10.38 In disasters of severe nature, the requirements far outmatch the resources and capabilities of the States. Moreover, the local administration is also adversely affected and therefore, assistance from the Central Government is required. Effective response requires both a trained force for timely search and rescue operations and also the wherewithal required to supplement the efforts of State Governments for providing immediate relief and rehabilitation to the survivors of disaster in the first phase.

10.39 Government of India has sanctioned a Scheme for creation of National Emergent Reserve (NER) by procuring emergent material and pre-positioning the essential items required for providing immediate emergency relief to

victims of major natural or man made disasters for about 75,000 people in plain area and for about 25,000 people in high altitude at a cost of Rs.24.60 crore. These emergent reserves are to be primarily utilized to render relief in the aftermath of severe disasters i.e. those disasters whose magnitude and spread cause destruction beyond the immediate coping capabilities of the States. Availability of ready stocks of relief stores, which can be delivered expeditiously in bulk, is critical to the timely and effective response to disasters. Such stocks are similarly maintained by all international agencies that are called upon to provide immediate relief.

Disaster Risk Reduction Programme (DRRP) 2009-2012

10.40 Disaster Risk Management Programme (DRMP) 2002-2009 which was under implementation 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 was concluded on June 30, 2009. The Programme aimed at putting in place sustainable initiatives with the involvement of local self-government institutions and communities. The States were assisted to draw up State, District, Block level, and Village level disaster management Plans in conjunction with Panchayati Raj Institutions (PRIs). Disaster Management Teams consisting of village volunteers were 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) were also set up under this programme including provision of equipment for EOCs.

10.41 In order to sustain benefits reaped during the implementation of the DRM



programme, it has been decided to implement GOI-UNDP Disaster Risk Reduction (DRR) Programme during 2009-2012 with an external assistance of US \$20 million of which US \$ 10 million will be contributed by UNDP and another US \$ 10 million will be mobilized by them from other external donors in consultation with Department of Economic Affairs and Ministry of Home Affairs. The DRRP (2009-2012) consists of two separate outputs viz. (a) Institutional Strengthening and Capacity Building for Disaster Risk Reduction; and (b) Urban disaster Risk Reduction. While Project (a) will be implemented by National Disaster Management Authority, project (b) will be implemented by Disaster Management Division in this Ministry under the overall supervision of Programme Management Board headed by Secretary (Border Management). The modalities of implementation of these two projects are being finalized.

Mitigation Projects

10.42 Preparation of National level Mitigation Projects related to Cyclones, Earthquakes, Information and Communication Network, Landslides, School Safety and Floods etc. are under finalization. The methodology for implementation of the mitigation projects has involved the conceptualization and fixing of the contours of the projects and architecture of design by NDMA in consultation with the nodal Ministries and concerned Government agencies. Detailed Project Reports (DPRs) are being formulated through multi-disciplinary teams describing all support systems like financial, technical and managerial resources and techno-legal regimes required. The execution of the projects will be entrusted to various nodal agencies responsible for specific disasters and/or thematic interventions. Periodic monitoring will be carried out through a multi-sectoral group consisting of representatives of the Central Ministries, State

Governments and technical experts in the NDMA.

National Cyclone Risk Mitigation Project (NCRMP)

10.43 It is a World Bank assisted project and during the first phase of this project Andhra Pradesh and Orissa are joining. The other States will join as and when they are ready for implementation. The Phase-I is estimated at a total size of Rs.1,496.71 crore – US \$ 308.60 million (with international Development Association (IDA) credit of Rs.1,198.44 crore – US \$ 247.10).

Mainstreaming of DM concerns into Developmental Projects

10.44 At the initiative of NDMA, the Ministry of Finance, Government of India has revised the format for both Plan and Non-Plan project proposals for consideration of Expenditure Finance Committee (EFC) and Committee on Non-Plan Expenditure (CNE) to include disaster prevention and mitigation measures that would need to be addressed while framing the project proposals. The additional information to be incorporated in a project proposal inter alia, include compliance with the guidelines issued by the NDMA, risk analysis, structural & non-structural mitigation measures, compliance with National Building Code 2005 and inclusion of cost for disaster mitigation etc. All the project authorities have been advised to attach a self certification regarding the correctness of the responses to these issues.

10.45 NDMA has recommended to the State Governments to implement similar kind of Disaster Management audit for projects/programmes under their purview. The stage is thus set, with the enabling environment in place, for the State Governments to join the



national campaign towards holistic and coordinated management of disasters.

Annual Conference of Relief Commissioners/ Secretaries, Department of Disaster Management of States/ UTs held on April 22, 2009

10.46 Annual Conference of Relief Commissioners/ Secretaries, Department of Disaster Management of States/ UTs was held on April 22, 2009 in New Delhi to review the status of preparedness for the 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.

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

10.48 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

10.49 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) in September, 2003 with

the objective to reduce vulnerability to disasters; build capacity of key Indian institutions is under implementation. However a final agreement was signed on April 4, 2007. The scope of the Project broadly includes three activities viz. Incident Command System (ICS), procurement of Equipment and Capacity building. The Project period is upto March 31, 2010.

10.50 Under the activity of ICS, the key progress include undertaking training for ICS; Study Tours to US and Australia; further ICS in six pilot districts through the LAB to LAND concept and demonstrate use through simulations in Gujarat, Andhra Pradesh and Assam; and developed a draft institutionalization plan.

10.51 The entire equipment for advance search & rescue have been procured and supplied to the designated institute i.e. National Industrial Security Academy Hyderabad. The process of procurement of remaining equipment for Emergency Operation Centres in Ministry of Home Affairs, LBSNAA and NIDM are in the final stages.

10.52 Under the activities of Capacity building of Indian disaster institutions, 472 officers of LBSNAA, NDMA, NIDM, NDRF, NCDC and District officials of four districts have been trained in ICS. Further, under Faculty Development Initiatives component, 49 Faculties from RTI's and ATI's have been trained on ICS through TOT programme.

10.53 The major activities undertaken outside the Bilateral Agreement, broadly include, forecasting and early warning systems [Working with US institutions, IMD and CWC have developed improved systems for severe weather detection and flood forecasting (Mahanadi and Sutlej river basin)]. Training of over 200 scientists, engineers and researchers on data assimilation, improved computer modeling



and better use of radar data, Designing and demonstrating earthquake retrofitting of 5 public buildings in Delhi, support to the GOI-UNDP multi donor Disaster Risk Management (DRM) project, mobilizing the expertise from the US Forest Service (USFS) on ICS and from the Federal Emergency Management Agency (FEMA) to Indian institutions, LBSNAA and NIDM.

Crisis Management Plan (CMP)

10.54 Crisis Management Plan of this Ministry, which has been issued in 2007 for implementation, envisages preparation of their respective CMP by all State Governments and UT Administrations. The revised Crisis Management Plan -2009 (Part-I) of the Ministry has already been circulated to all concerned Ministries/Departments/Agencies as well as State Governments and UT Administrations for implementation. All concerned Ministries/Departments /Agencies as well as State Governments and UT Administrations have been requested to formulate/update their respective CMPs/SOPs under intimation to this Ministry as already two training workshops have been organized at NIDM to facilitate State Governments and UT Administrations to formulate their respective CMPs/SOPs.

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

10.55 A 3 year's training programme in Urban Search & Rescue under Indo-Swiss Collaboration for specialized training of National Disaster Response Force is under implementation. The programme envisages trainings of one NDRF Search and Rescue Battalion (including canine training) by the end of 2010. Till date 6 training workshops have been organized by the SDC at various NDRF

training institutions. The programme will also facilitate development of infrastructure of INSARAG standard and capacities to replicate it further.

CIVIL DEFENCE

10.56 Civil Defence includes any measures not amounting to actual combat, for affording protection to any person, property, place or thing in India or any part of the territory thereof against any hostile attack whether from air, land, sea or other places or for depriving/mitigating the effect of any such attack: whether such measures are taken before, during or after the time of such attack. It is to be organized as an integral part of the defence of the country.

Role

10.57 During times of war and emergencies, the Civil Defence organization has the vital role of guarding the hinterland, supporting the Armed forces, mobilizing the citizens and helping civil administration for:

- saving life and property;
- minimising damage;
- maintaining continuity in production centers; and
- Raising public morale.

10.58 The concept of Civil Defence over the years has shifted from management of damage against conventional weapons to also include threat perceptions against Nuclear weapons, Biological & Chemical Warfare and natural disasters.

Policy and Civil Defence Act

10.59 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 being done at regular intervals, with the level of perceived threat with regards to external aggression or hostile attacks by anti national elements or terrorists to vital installations, remaining the fundamental criterion for categorization. At present, Civil Defence activities are restricted to 225 categorized towns, spread over the States/Union Territories.

Organisation

10.60 Civil Defence is primarily organized on a voluntary basis except for a small nucleus of permanent staff and establishment, which is augmented during emergencies. The present target of Civil Defence volunteers is 13.20 lakh, out of which 5.51 lakh volunteers have already been raised and 4.61 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.

Training

10.61 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 Government/UT Administrations in three tiers, i.e. at the Local/Town level, State level and National level.

Central Financial Assistance

10.62 Central financial assistance to the States

for undertaking Civil Defence measures for raising, training and equipping of Civil Defence volunteers is presently confined to categorized towns only. With the launch of Revamping Scheme in the current financial year the multi hazard prone districts will be added to the list of categorized Civil Defence districts.

Civil Defence and Disaster Management

10.63 The Group of Ministers (GoM) constituted to look into the issues of reforming the National Security System in aftermath of Kargil war, emphasized the need for revamping and strengthening Civil Defence set up and Ministry of Home Affairs was advised to evolve an action plan to revamp it in consultation with State Governments.

10.64 Based on recommendation of GOM, a National Policy Approach paper on Civil Defence containing recommendations for Revamping of Civil Defence in the Country was prepared by a Committee under the Chairmanship of Shri. K.M. Singh, Member, NDMA. Recommendations of the Committee were discussed in the meeting of the Union Home Minister's Civil Defence Advisory Committee held in April 2, 2008. In the meeting, it was decided that the Civil Defence Act, 1968 may be amended to cater to the needs of disaster management so as to utilize the services of Civil Defence volunteers effectively for enhancement of public participation in disaster management related activities in the country.

10.65 As follow up action, a Centrally Sponsored Scheme with an outlay of Rs.100 crore has been launched in 2009 for revamping Civil Defence set up in the country during the 11th Five Year Plan. Rs. 15 Crore have been allocated in the current financial year and the funds have been disbursed to the States in



November, 2009 to commence the scheme.

10.66 With the aim to give a statutory back-up to the role of Civil Defence organization in disaster management, the Civil Defence (Amendment) Bill, 2009 has been passed by Lok Sabha and Rajya Sabha during December, 2009.

Civil Defence – Mechanism for involvement of community with the Police for handling Internal Security and Law and Order situation

10.67 Over a period of time our country has been experiencing a variety of situations which have posed serious threat to internal security and public order. Of particular concern is the phenomenon of terrorism and certain other forms of social and communal discord, where members of the community are unsuspecting victims, which require both a great degree of vigilance at the level of the people for their own protection, as well as their close cooperation with the law enforcement agencies. In coping with such situations, the traditional Government machinery, due to its limited number and outreach, faces considerable difficulties and constraints and, therefore, involvement of the community/ community based organizations is considered both desirable and necessary. Civil Defence being a community based organization presents a unique opportunity for involvement of the community in the spheres of internal security and policing, as its volunteers are embedded within the community and have been raised with a spirit of volunteerism. Therefore, the Civil Defence Organization can be used as an effective instrument to assist the police in tackling threats to internal security and public order at the grassroots level.

10.68 The Scheme for Revamping the Civil Defence set-up which is being implemented by this Ministry has a Pilot project involving an expenditure of Rs. 3.25 crore, focuses on the

training of Civil Defence volunteers in the following areas:-

- Intelligence gathering, maintenance of communal harmony, prevention of rumour mongering, reporting of suspicious activities and maintaining general vigil in the area of their operation.
- Assisting Police in law & order situations etc.
- Rescue and relief operation during manmade disasters.
- Evacuation of casualties and providing first aid.

10.69 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. Under the proposed project, 17 Major towns and 23 Minor towns have been identified for training and identification of Civil Defence volunteers. 122 trainers are proposed to be trained from major towns and 92 from 23 minor towns, who will be trained for 10 days duration at NCDC, Nagpur in batches. After completion of training, the Master Trainers, with the help of guest faculties, will train 4,280 Civil Defence volunteers who will be selected from the identified Major and Minor towns.

10.70 Training of 212 Master Trainers was completed who in turn have trained 4,280 Civil Defence volunteers in the States.

NATIONAL CIVIL DEFENCE COLLEGE, NAGPUR

10.71 The first Disaster Management Training Institution 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 compelled the Government of India to reorient its emergency training activities from natural 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 (NCDC) on April 1, 1968.

10.72 The devastating Andhra Pradesh cyclone in 1977 once again vested the responsibility of training Disaster Response & Relief Officers upon NCDC. Skill enhancing Training of Trainers in the field of Search and Rescue, Fire-fighting, First-aid, Communications, Welfare services, Disaster Management, Incident management, etc., are being organized till date.

10.73 The college has been recognized by Ministry of Home Affairs as one of the main Centers for Disaster Management Training and a nodal Center 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.

10.74 The Institute has been regularly training Trainers of NDRF and other Central Para-Military Forces for developing skills to handle terrorist threats that may comprise use of Weapons of Mass Destruction and consequences of any natural disaster.

10.75 In the year 2009, the Institute conducted 27 regular Training of Trainer (TOT) Programs including 6 Special TOT's, training 2,354 trainers. The special training programme

include Emergency Response Capacity Building Training for Nagpur Municipal Corporation & Maharashtra Police; Special Fire Fighting Course for New Delhi Municipal Council Fire Guards; Capacity Building Training for Students of Marathi Vigyan Parishad, Nagpur; TOT in Disaster Management for MBA Students of Institute of management studies, Indore; Avahan-2009 Disaster Relief Training for NCC Cadets of Maharashtra at Aurangabad, Two Special Capacity Building Training Programs on Disaster Response Management for NCC Officers, Kamptte Nagpur.

10.76 The Institute conducted a Mass Casualty Management Exercise at Government Medical College and Hospital, Nagpur with the participation of Medical Officers undergoing 6th Medical Operations against WMD for Doctors at NCDC and 30 Doctor Interns of the GMCH.

10.77 The NCDC conducted for the first time a TOT on Disaster Psychosocial Intervention Training Program in collaboration with NIMHANS, Bangalore.





HOME GUARDS

10.78 Home Guards is a voluntary force, first raised in India in December, 1946, to assist the police in controlling civil disturbance and communal riots. Subsequently, the concept of the voluntary citizen's force was adopted by several States. In the wake of Chinese aggression in 1962, the Centre advised the States and Union Territories to merge their existing voluntary organisation into one uniform voluntary force known as Home Guards. The role of Home Guards is to serve as an auxiliary to the police in the maintenance of law & order and internal security situation, 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. Home Guards are of two types – rural and urban. In border States, Border Wing Home Guards Bns. have also been raised, which serve as an auxiliary to the Border Security Force. The total strength of Home Guards in the country is 5,73,793 against which the raised strength is 5,04,621 Home Guards. The organisation is spread over in all States and Union Territories except in Kerala.

10.79 Eighteen Border Wing Home Guards (BWHG) Battalions have been raised in the border States viz. Punjab (6 Bns.), Rajasthan (4 Bns.), Gujarat (4 Bns.) and one each Bn. for Assam, Meghalaya, Tripura and West Bengal to serve as an auxiliary to Border Security Force for preventing infiltration on the international border/coastal areas, guarding of VA/VPs and lines of communication in vulnerable areas at the time of external aggression.

10.80 Home Guards are raised under the Home Guards Act and Rules of the

States/Union Territories. They are recruited from various cross sections of the people such as doctors, engineers, lawyers, private sector organisations, college and University students, agricultural and industrial workers, etc. who give their spare time to the organisation for betterment of the community. 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. A Home Guard, whenever called out for duty/training, is paid duty/training allowance at prescribed rates to meet out-of-pocket expenses. 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-decoity 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.

10.81 The Ministry of Home Affairs formulates the policy in respect of role, raising, training, equipping, establishment and other important matters of Home Guards Organisation. Expenditure on Home Guards is generally shared between Centre and State Governments in the ratio 25% by the Centre and 75% by the State Governments for raising, training and equipping on reimbursement basis. For North-Eastern States the sharing pattern between the Centre and States is in the ratio of 50:50.

10.82 During 2008-09, out of allotted budget of Rs.48 crore, Rs.46.5 crore had been reimbursed to various States on raising, training and equipping of Home Guards. For the financial year 2009-10, there is a budgetary provision of Rs.48 crores.



FIRE SERVICE

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

10.84 With a view to upgrade Fire and Emergency Service in the States, Ministry of Home Affairs arranges soft loans from General Insurance Corporation through the Ministry of Finance (Insurance Division) for the purchase of capital equipments and also construction of Fire Station Buildings. From 1980-81 till date, a total sum of Rs.404.97 crore by way of loans has been arranged by the Ministry of Home Affairs for the development of State Fire Services. The Tenth Finance Commission and Eleventh Finance Commission had allocated Rs.80 crore and Rs.201crore respectively as grant-in-aid for the modernization of Fire Services in the States.

10.85 In 2009, Centrally Sponsored Scheme on Strengthening of Fire and Emergency Services in the Country has been approved by the Government at an estimated cost of Rs.200 crore during the Eleventh Plan Period. The State Governments will also contribute Rs.40.23 crore

as their share. During the current financial year Rs.14 crore is allocated for this Scheme. The overall objective of the Scheme is to strengthen fire and emergency service in the country and progressively transform it into Multi-Hazard Response Force capable of acting as first responder in all types of emergency situations. Under the Scheme additional 277 Advanced Fire Tenders, 1,146 High Pressure Pumps with Water Mist Technology, 573 Quick Response Team Vehicles, and 1,146 Combi Tools for Rescue will be provided at District Headquarter Fire Brigades in the country. To find the actual requirement of firefighting and rescue equipments Ministry has decided to carry out Fire Risk and Hazard Analysis in the country. Rs.10.0 Crore has been earmarked for undertaking the task.

NATIONAL FIRE SERVICE COLLEGE, NAGPUR

10.86 The training of fireman is conducted at State level Fire Training Centres. The Officers of Fire Service are trained in the National Fire Service College (NFSC), a subordinate training establishment of the Ministry of Home Affairs. The College is affiliated to the Nagpur University for undertaking Bachelor of Engineering (Fire) Course.
