

## CHAPTER IV

# INSTITUTIONAL ARRANGEMENTS

### 4.1 Introduction<sup>1</sup>

Most of the disaster situation is to be managed at State and District levels. The centre plays a supporting role and provides assistance when the consequences of disaster exceed district and State capacities. The centre mobilizes support in terms of providing emergency teams, support personnel, specialized equipments and operating facilities depending on the scale of the disaster and the need of the State and District. Active assistance to an affected State/District would be provided only after the declaration of a national level disaster, the national response mechanism has to be prepared and any impending State or District disaster has to be impending State or District disaster has to be monitored in order to provide immediate assistance whenever required. For this purpose nation response approach has to be pre-defined in terms of process, related handbooks and checklists that will have to be used during a disaster.

### 4.2. Institutional Arrangements at National Level<sup>2</sup>

At the national level, the Ministry of Home Affairs is the nodal Ministry for all matters concerning disaster management (see fig 4.1). The Central Relief Commissioner (CRC) in the Ministry of Home Affairs is the nodal officer to coordinate relief operations for natural disasters. The CRC receives information relating to forecasting/warning of a natural calamity from India Meteorological Department (IMD) or from Central Water Commission of Ministry of Water Resources on a continuing basis. The Ministries/Departments/Organizations concerned with the primary and secondary functions relating to the management of disasters include: India Meteorological Department, Central Water Commission, Ministry of Home Affairs, Ministry of Defence, Ministry of Finance, Ministry of Rural Development,

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<sup>1</sup> Ministry of Agriculture -Government of India, National Response Plan, High Powered Committee, 2001

<sup>2</sup> National Response Structure has been added from the country paper GOI-MHA, Disaster Management in India, 2004

Ministry of Urban Development, Department of Communications, Ministry of Health, Ministry of Water Resources, Ministry of Petroleum, Department of Agriculture & Cooperation. Ministry of Power, Department of Civil Supplies, Ministry of Railways, Ministry of Information and Broadcasting, Planning Commission, Cabinet Secretariat, Department of Surface Transport, Ministry of Social Justice, Department of Women and Child Development, Ministry of Environment and Forest, Department of Food. Each Ministry/Department/Organization nominate their nodal officer to the Crisis Management Group chaired by Central Relief Commissioner. The nodal officer is responsible for preparing sectoral Action Plan/Emergency Support Function Plan for managing disasters.

**4.2.1 National Crisis Management Committee (NCMC):** Cabinet Secretary, who is the highest executive officer, heads the NCMC. Secretaries of all the concerned Ministries /Departments as well as organizations are the members of the Committee. The NCMC gives direction to the Crisis Management Group as deemed necessary. The Secretary, Ministry of Home Affairs is responsible for ensuring that all developments are brought to the notice of the NCMC promptly. The NCMC can give directions to any Ministry/Department/Organization for specific action needed for meeting the crisis situation.

**4.2.2 Crisis Management Group:** The Central Relief Commissioner in the Ministry of Home Affairs is the Chairman of the CMG, consisting of senior officers (called nodal officers) from various concerned Ministries. The CMG's functions are to review every year contingency plans formulated by various Ministries/Departments/Organizations in their respective sectors, measures required for dealing with natural disasters, coordinate the activities of the Central Ministries and the State Governments in relation to disaster preparedness and relief and to obtain information from the nodal officers on measures relating to above. The CMG, in the event of a natural disaster, meets frequently to review the relief operations and extend all possible assistance required by the affected States to

overcome the situation effectively. The Resident Commissioner of the affected State is also associated with such meetings.

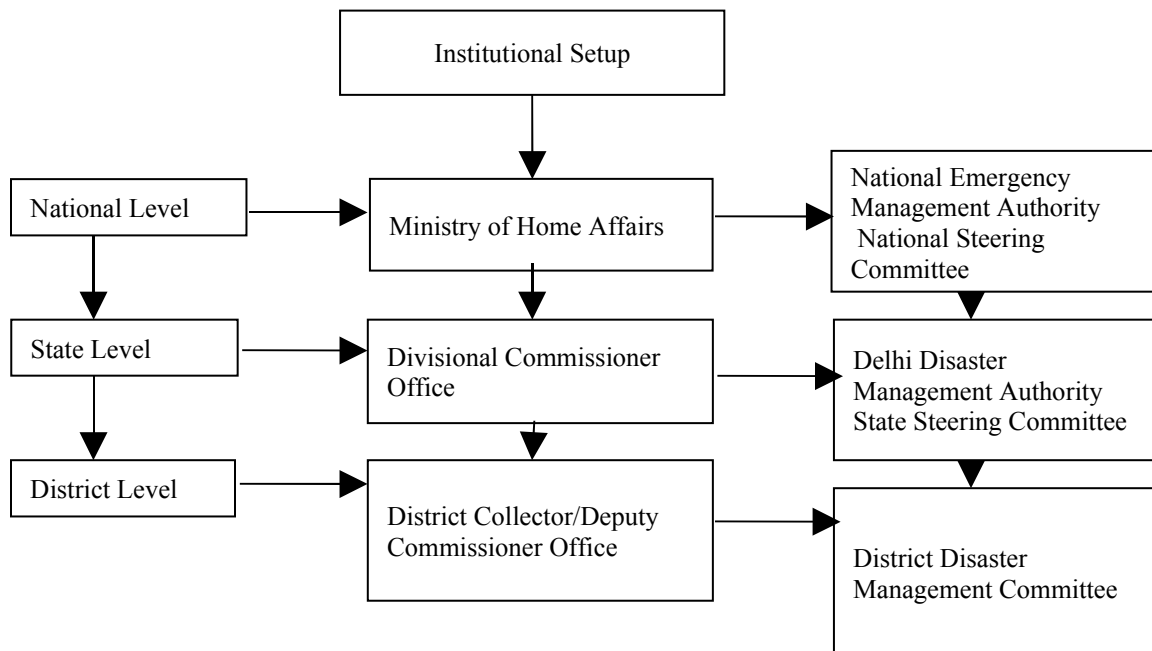
**4.2.3 Control Room (Emergency Operation Room):** An Emergency Operations Center (Control Room) exists in the nodal Ministry of Home Affairs, which functions round the clock, to assist the Central Relief Commissioner in the discharge of his duties. The activities of the Control Room include collection and transmission of information concerning natural calamity and relief, keeping close contact with governments of the affected States, interaction with other Central Ministries/Departments/Organizations in connection with relief, maintaining records containing all relevant information relating to action points and contact points in Central Ministries etc., keeping up-to-date details of all concerned officers at the Central and State levels.

**4.2.4 Contingency Action Plan:** A National Contingency Action Plan (CAP) for dealing with contingencies arising in the wake of natural disasters has been formulated by the Government of India and it had been periodically updated. It facilitates the launching of relief operations without delay. The CAP identifies the initiatives required to be taken by various Central Ministries/Departments in the wake of natural calamities, sets down the procedure and determines the focal points in the administrative machinery.

### **4.3. Institutional Structure at State Level**

At state level office of Divisional Commissioner is the nodal office for management of different types of disasters. Divisional Commissioner of State revenue department is the nodal authority to monitor and direct disaster a management activities in the state. Divisional Commissioner is responsible to identify and nominate with various nodal departments incase of emergency. Delhi Disaster Management Authority (DDMA), State Steering Committee, Working groups are some other active groups have been formulated

**Fig 4.1: Institutional Arrangements for Disaster Management**



#### **4.3.1 Delhi Disaster Management Authority**

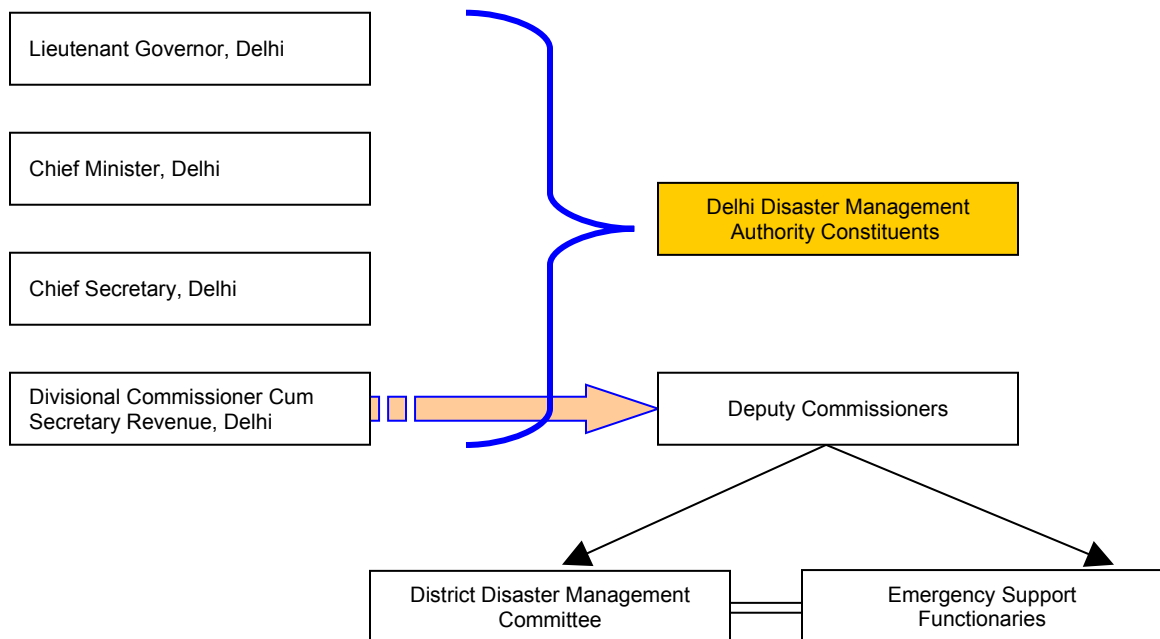
It is an apex body headed by the Lt. Governor of Delhi will govern the Disaster Management Authority. The Authority will function through a secretariat (The DDMA Secretariat) which will be called the **Disaster Management Centre**. The Divisional Commissioner of Delhi as the head of the nodal department for disaster management in Delhi will be the Convener of the DDMA Secretariat. The authority is governed under the chairmanship of Lieutenant Governor of Delhi and under coordination of divisional commissioner. Deputy Commissioner (North District) and the Additional District Magistrate (HQ) in the office of the Divisional Commissioner will be the DDMA Secretariat. The list of the members shall be referred to Annexure 4.1.

#### **The vision of the authority is:**

1. To create a dedicated body that will assess, plan and implement the vital aspects of disaster management (Prevention, mitigation, preparedness and response) for Delhi.

2. To ensure smooth coordination between Central and State Governments in the event of a disaster.
3. To create a unified command, control and co-ordination structure for disaster management in Delhi, integrating the various wings and agencies of government that are necessary for emergency response, as well as for preparedness, mitigation and prevention activities. For purposes of Disaster Management, the nodal department shall have the authority to command the services of all partner departments and agencies, as pre-decided through Memoranda of Understanding.

**Figure 4.2: Disaster Management Hierarchical In Delhi**



#### 4.3.2 Members of Delhi Disaster Management Authority

At present The DDMA constitutes of the following members

- Lieutenant Governor of Delhi - Chairman
- Chief Minister of Delhi - Member
- Ministers, Government of Delhi - Members
- Chief Secretary, Delhi - Member

- Principal Secretary (Revenue) &
- Divisional Commissioner, Delhi - Convenor/Secretary/Co-ordinator
- Principal Secretary (Finance) - Member
- Principal Secretary (Home) - Member
- Principal Secretary (Health) - Member
- Principal Secretary (UD) - Member
- Principal Secretary (Power) - Member
- Any Secretary to be co-opted from time to time - Member
- CEO, Delhi Jal Board - Member
- Commissioner, MCD - Member
- Secretary (Transport) - Member
- Joint Secretary (Disaster Management)MHA, Gol - Member
- Joint Secretary (UT) MHA, Gol - Member
- Commissioner of Police - Member
- Chairman NDMC - Member
- Chief Fire Officer - Member
- General Officer Commanding, Northern Command
- Director General, Civil Defence and Home Guards

The Authority may associate/co-opt as members of the Apex Committee, any other Officers from Government of Delhi, Central Government or other agencies.

**Deputy Commissioner (North District)** and the **Additional District Magistrate (HQ)** in the office of the Divisional Commissioner will be the DDMA Secretariat.

### **4.3.3 Functions of Delhi Disaster Management Authority**

1. Subject to the provisions of this Act, the State Authority shall have the responsibility for laying down plans and policies for disaster management in the State. The DDMA shall -
  - (a) lay down the State disaster management policy;
  - (b) lay down the State Disaster Management Plan, and review and update such plan annually;
  - (c) Coordinate the implementation of the plan;
  - (d) Oversee the provision of funds for mitigation and preparedness measures;
  - (e) Review the development plans of the different departments of the State and ensure that mitigation measures are integrated therein
  - (f) Review the measures being taken for mitigation, capacity building and preparedness by the different departments of the State and issue such guidelines or directions as may be necessary.
2. DDMA shall lay down detailed guidelines for relief for the State, provided that the standards prescribed in such guidelines shall not be less than the minimum standards laid down by the National Authority.
3. There shall be a plan for disaster management for the State of Delhi to be called the Delhi Disaster Management Plan. This shall be prepared by the State Authority having regard to the guidelines laid down by the State Government and the National Authority

The state plan shall include :-

- (i) The vulnerability of different parts of the State to various disasters;
- (ii) The measures to be adopted for prevention or mitigation of such disasters

- (iii) the manner in which the mitigation measures will be integrated with the development/plans projects;
- (iv) the capacity building and preparedness measures to be taken;
- (v) the roles and responsibilities of each department of the Government in relation to the measures listed at (ii), (iii) and (iv) will be specified clearly.
- (vi) the roles and responsibilities of various Departments in responding to a possible or actual disaster situation.

The state plan shall be reviewed and updated annually and Appropriate provisions shall be made for financing the plan. Copies of the state plan referred to in sub-sections (2) and (4) shall be made available to the departments of the Government of the State, which shall draw up their own department-wise plans in accordance with the State Plan.

4. For the purpose of assisting and protecting the community or providing relief to the community or preventing or combating disruption or dealing with the effects. of any threatened or actual disaster situation, the State Executive Committee may -

(a) Control and restrict. vehicular traffic to, from or within, the vulnerable or affected area;

(b) Control and restrict the entry of any person into, his movement within and departure from, a vulnerable or affected area;

(c) Remove debris, conduct search and carry out rescue operations;

(d) Provide shelter, food, drinking water, essential provisions, healthcare and services in accordance with the standards laid down by the National and State Authority;

(e) Give direction to the concerned department of the Government of the State, any District Authority or other authority, within the local limits of the State

to take such measure or steps for rescue, evacuation or providing immediate relief or for the purposes of saving lives or property, as' are necessary in its opinion;

(f) Require any department of the State Government or any other body or authority or person in charge of any relevant resources to make available the said resources for the purposes of emergency response, rescue and relief;

(g) Require experts and consultants in the fields relevant to the different forms of disasters to provide advise and assistance for rescue and relief;

(h) Procure exclusive or preferential use of amenities from any authority or person as and when required; construct temporary bridges or other necessary structures and demolish unsafe structures which may be hazardous to public;

(j) Ensure that non-governmental organizations carry out their activities in an equitable and non- discriminatory manner;

(k) Disseminate information to public to deal with any threatened disaster; disaster situation or actual disaster;

l) Take such steps as the Central Government National Committee or Executive State

Government may direct in this regard or take such other steps as are required or warranted by the form of any threatened disaster situation or actual disaster.

#### **4.3.4 State Steering Committee**

A steering committee headed by the Chief Secretary has been constituted for implementation for Disaster Management and awareness in association with UNDP. The Divisional Commissioner is the Administrative Secretary for the Committee. The list of officers is being attached as annexure 4.2.

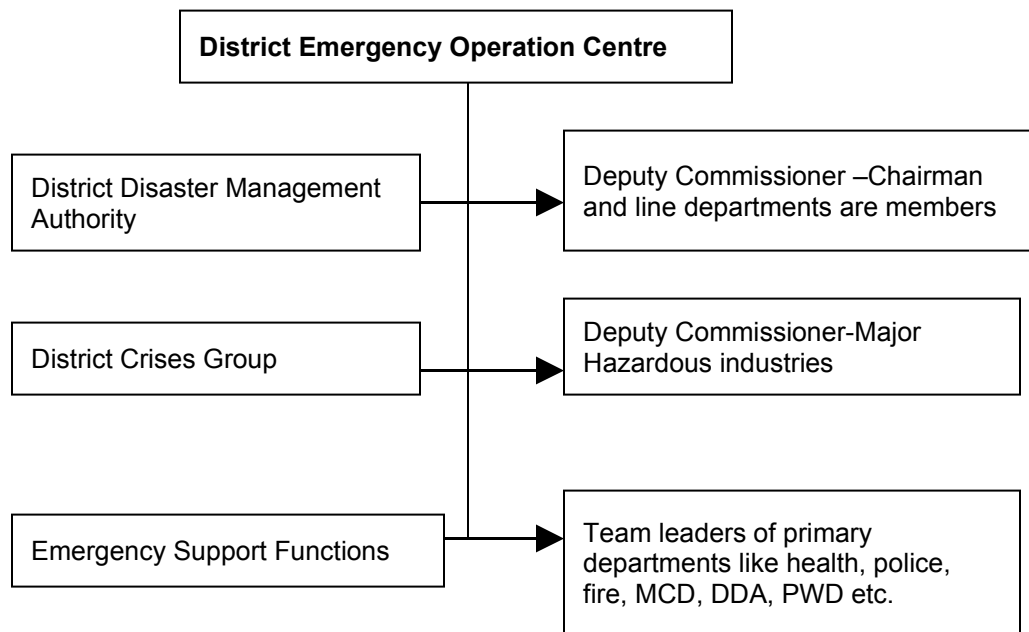
### **4.3.5 Working Groups**

Two working groups have been constituted to regulate disaster management activities within government functionaries. First workgroup has been constituted under the chairmanship of Principal Secretary and Department of Urban Development for **prevent and mitigation** activities. Convener of the group is Additional Secretary. The working group is also bifurcated under three sub-groups named as techno-legal framework, awareness generation and training and capacity building. Second working group is **preparedness and response** constituted under chairmanship of Principal Secretary and Department of Home. This group is also classified under four other subgroups named as Sectoral Plans, Disaster Management Plans, training and capacity building and awareness generation. For both the groups members, objectives and terms of references have been demarcated.

### **4.4. District Level Organization Structure**

At district level, Deputy Commissioner acts as the focal point for all types of disaster preparedness, response and recovery activities. District Disaster Management Committee and District Crises group are two major groups have been constituted under the directions his directions. The power of sanction of relief is also vested with the officials of revenue department at different level depending upon the need. The Deputy Commissioner is able to ensure participation of district and state government in the response and recovery phase. He also manages to get support from managerial, materials, resources and NGOs.

**Fig4.3: Institutional Arrangements at District Level**



#### **4.4.1 District Disaster Management Committee (DDMC)**

Report of the High Powered Committee (HPC) on Disaster Management, set up with the approval of the Prime Minister also recommends immediate formation of District Disaster Management Committee (DDMC) with representation of all concerned departments/agencies/NGOs etc. who may contribute in both pre & post disaster phase in the district. Following instructions of HPC and Disaster Management Cell of Divisional Commissioner office, DDMC has been constituted under the chairmanship of Deputy Commissioner of the respective districts, Additional District Magistrate of the district is the convener of the committee.

The DDMC is an apex planning body responsible for disaster risk reduction initiatives at the district and below district level units. Members of the committee are the nodal officers of various line departments such as Deputy Commissioner of Police, Deputy Commissioner of MCD zones, Deputy Chief Fire Officer, Chief Engineer of PWD, Superintending Engineers of MCD zones, District Liaison officer of Civil Defence and Home Guard, Deputy Director of Education, Sub-divisional Magistrate and Chief District Medical Officer of Directorate of Health etc. To ensure the public participation under disaster management planning MPs and MLAs are being kept

as invited members. Volunteer and social organizations like NCC, NSS, NYKS, CATS, St. Johns ambulance, and Red Cross Society are other important members of the committee. Besides that committee also holds members from major vulnerable installations like Bharat Petroleum, Hindustan Petroleum and Indian Oil Private Limited.

The committee holds periodical meetings to discuss and finalized disaster management plans and activities and emergency support functions. The objective to constitute DDMC is to provide necessary guidance and inputs in preparedness, mitigation and management planning through a participatory approach. The DDMC is responsible for all disaster management activities (prevention, mitigation, preparedness, relief, rehabilitation, reconstruction) at the district level, including formation and training of Disaster Management Teams in specific areas such as warning dissemination, damage assessment, first aid & medical relief, search & rescue, trauma counseling, shelter management, water & sanitation, carcass disposal, relief & coordination etc. Capacity building and training activities at all levels, awareness generation; preparing District Disaster Management Plan; replication of activities at the sub-divisional and community levels, periodic organization of mock drills and disaster preparedness exercises at various levels involving co-ordination of the various agencies, will contribute significantly in attaining the ultimate goal of disaster management.