



# **IMPLEMENTATION OF THE DISASTER MANAGEMENT ACT 2005 IN INDIA**

## **REPORT OF A STUDY CONDUCTED IN ASSAM, BIHAR, ODISHA AND UTTAR PRADESH**

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## Table of Contents

S.No	Chapter	Page No
1	Executive Summary	2
2	Introduction	5
3	Why this Study?	8
4	The Approach	9
5	Disaster Management Act 2005 to 2018: Defining Moments	10
6	Highlights of the State Consultations : Stakeholder Feedback	11
7	Highlights of the National Workshops : Stakeholder Feedback	26
8	Dr. Bhaskar Baruah's Observations at the Guwahati Workshop	51
9	Recommendations	56

## Executive Summary

Disaster Management, especially resilience building and strengthening disaster risk reduction, has been a very important area of programming for Oxfam India which has conducted two stake-takings: on the effective distribution of Relief, and on Ownership of assets for livelihood diversification. Oxfam India has also conducted media consultation at the last mile to sensitise them on the problems of small and marginal farmers, agrarian crisis, farmer suicides, etc. Oxfam India has also undertaken an effectiveness review study in two states.

This Study was initiated by Oxfam India to review the effectiveness of the implementation of the Disaster Management Act 2005 at the national, state, district and local levels, with special emphasis on the implementation of the Disaster Management Act in Assam, Bihar, Odisha and Uttar Pradesh. Two district level consultations were carried out in Assam by Oxfam India partner organisations in Assam after they attended the State Workshop at Guwahati. The State Workshops at Guwahati, Patna, Bhubaneswar and Lucknow were attended by representatives of various stakeholder groups like senior government officials, administrators from State and District Disaster Management Authorities, civil society organisations and multi-disciplinary professionals.

More than 350 participants attended the workshops at the state consultations, district consultations organised by Oxfam India in Assam and the national workshop in Delhi. 105 people submitted their responses to the specially designed Questionnaire on the implementation of the Disaster Management Act 2005 at the national, state, district and local levels. The responses to the questionnaires were compiled from 105 stakeholders, with collective experience of 962 years, ranging from a few months to 35 years, most

Oxfam India is a rights-based organization that fights poverty and injustice by linking grassroots programming by partner NGOs to local, national and global advocacy and policy-making. All of Oxfam's work is influenced by its commitment to five broad rights-based aims: the right to a sustainable livelihood, the right to basic social services, the right to life and security, the right to be heard and the right to equality: gender and diversity.

Oxfam India's vision is to create a more equal, just, and sustainable world. The overarching vision of Oxfam India is "right to life with dignity for all". Oxfam India strives to empower the poor and marginalized communities to understand their entitlements, demand their rights, mobilise the non-poor to become productive and supportive citizens, advocate for an effective and accountable state and make markets work for poor and marginalized people.

working in the district level (52%) but also at state and national levels or in various combinations of these.

The low response to the feedback sought through emails sent to disaster management practitioners and representatives of various stakeholder groups was disappointing. Efforts were made to disseminate the questionnaire to a wider network of disaster management professionals through the UNDP Solution Exchange but the responses were not forthcoming partly due to the feeling that the Government of India was working on bringing several amendments to the Disaster Management Act 2005. However, the deliberations in the workshops at the state and national levels turned out to be very valuable as the experiential insights were shared by several disaster management experts who have been the leading lights in the humanitarian assistance sector like Shri.

K M Singh IPS (Retd), Founder Member, National Disaster Management Authority (NDMA), Shri. Anil Kumar Sinha, IAS (Retd), Founder Vice Chairman of Bihar State Disaster Management Authority (BSDMA), Prof. Vinod Sharma, Vice Chairman of Sikkim State Disaster Management Authority (SSDMA), Dr. P P Shrivastav, IAS (Retd), Former Member, North Eastern Council and Advisory Member, NDMA, Shri. Aurobindo Behera, IAS (Retd), Founder MD of Orissa State Disaster Mitigation Authority (OSDMA), Shri Shubhendra Nayak and Dr Pradeep Nayak, Chief General Managers, Odisha State Disaster Management Authority (OSDMA), Dr. Bhaskar Barua, IAS (Retd), Former Secretary, Ministry of Agriculture, Government of India and currently Member, Assam State Disaster Management Authority (ASDMA), Shri. Rajib Prakash Baruah, Additional CEO, Assam State Disaster Management Authority (ASDMA), Ms. Geeta Majumdar, CRS Assam, Dr Mridul Deka, Doctors for You, David Kujur, IAG Assam, Shri Mirza, ASDMA, Shri Pravind Praveen, Water Aid, Shri Banku Bihari Sarkar, UNICEF Patna, Dr Anand Bijeta, Consultant IWMI, Dr. Bhanu Mall, Secretary, Poorvanchal Grameen Vikas Sanstha, Lucknow, Prof. Rajni Srivastava, Director, Disaster Management Society, Allahabad, Shri Nand Kishor Singh, Oxfam India Lucknow, Shri Pankaj Anand, Director Programmes, Oxfam India, Shri. Loy Rego, Former Deputy Executive Director, ADPC, Bangkok, Shri. G. Padmanabhan, Former Emergency Analyst in UNDP India, Shri. M P Sajjani Advisor (Retd), Ministry of Home Affairs, Government of India, Ms. Aditi Kapoor of IFRC, Ms. Shachi Grover, Former Disaster Management Focal Point of UNFPA, Ms. Rekha Shetty of Catholic Relief Services (CRS), Shri Vikrant Humanitarian, CEO, Sphere India and several others.

The participants in the State Consultations and National Workshop felt strongly that the institutional mechanisms for disaster management at the national, state and district levels must be empowered and strengthened with adequate resources, professional manpower and level playing

field to improve the effectiveness of disaster management in India. They felt that even in the District Disaster Management Authorities, qualified and trained individuals from the field of disaster management must be recruited to constitute a strong cadre of disaster management professionals in all States and Union Territories of India. Similarly in the State Disaster Management Authorities (SDMAs), competent technical professionals with multi-disciplinary skill sets including Information Technology, Geographical Information System, Mobile Applications, etc. must be considered to be engaged as technical experts. Many State Disaster Management Authorities (SDMAs) still continue to be concentrating on distribution of relief entitlements, without carrying out any proper damage assessment and identification of disaster victims, etc. It was suggested by the participants to use the UNDP Solution Exchange to call for suggestions from disaster management practitioners and professionals to strengthen the institutional mechanisms by involving the qualified disaster management professionals by recruiting them to various institutions at the national, state and district level.

Many participants expressed the urgency to ensure that the District Disaster Management Authorities (DDMAs) are adequately staffed, especially during the flood, cyclone, drought season. The institutionalisation of mainstreaming disaster risk reduction in development planning must be ensured by allocating 10% of the development planning funds for disaster risk reduction/mitigation in the District Disaster Management Plans, Gram Panchayat Development Plans, etc. It was also observed by several participants that the allocation of outlay and utilisation of funds for various disaster management activities must be shared in the public domain to all stakeholder groups. The Performance Audit Reports of the institutional mechanisms at the national, state and district levels must be also made



public for greater transparency and accountability.

Many states are yet to constitute the State Disaster Response Force and are still depending on the deployment of the National Disaster Response Force (NDRF). It was felt by many participants that states which have not set up the State Disaster Response Force must be directed to establish them at the earliest.

It was also observed by several participants that the State Disaster Management

Authorities and District Disaster Management Authorities must be encouraged to undertake capacity building, awareness generation on multi hazard risk and vulnerability and promote Community Based Disaster Preparedness (CBDP). Many participants suggested that Community Platforms for Disaster Risk Reduction (CPDRRs) must be established at all levels, especially at the district, block and village levels, by involving the representatives of vulnerable disaster-prone communities through an inclusive, participatory and gender sensitive process.

## Chapter 1

### Introduction

#### 1. Background and Context

Immediately after the Indian Ocean Tsunami of 26<sup>th</sup> December 2004, the United Nations and the other stakeholders in the humanitarian assistance sector sought the consensus of world leaders in endorsing the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters.

India was one of the countries which endorsed the Hyogo Framework outlined the following priorities for action:

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Identify, assess and monitor disaster risks and enhance early warning.

Use knowledge, innovation and education to build a culture of safety and resilience at all levels.

Reduce the underlying risk factors, and

Strengthen disaster preparedness for effective response at all levels.

Among these, the first priority for action called for a strong institutional basis for implementation of the Hyogo Framework for Action by ensuring that disaster risk reduction is a national and a local priority. The Hyogo Framework observed that “the countries that develop policy, legislative and institutional frameworks for disaster risk reduction and that are able to develop and track progress through specific and measurable indicators have greater capacity to manage risks and to achieve

widespread consensus for, engagement in and compliance with disaster risk reduction measures across all sectors of society”.

One of the important key activity for institutionalising Disaster Risk Reduction was by “strengthening National institutional and legislative frameworks” through the following:

“(a) Support the creation and strengthening of national integrated disaster risk reduction mechanisms, such as multi sectoral national platforms, with designated responsibilities at the national through to the local levels to facilitate coordination across sectors. National platforms should also facilitate coordination across sectors, including by maintaining a broad based dialogue at national and regional levels for promoting awareness among the relevant sectors.

(b) Integrate risk reduction, as appropriate, into development policies and planning at all levels of government, including in poverty reduction strategies and sectors and multi sector policies and plans.

(c) Adopt, or modify where necessary, legislation to support disaster risk reduction, including regulations and mechanisms that encourage compliance and that promote incentives for undertaking risk reduction and mitigation activities.

(d) Recognize the importance and specificity of local risk patterns and trends, decentralize responsibilities and resources for disaster risk reduction to relevant subnational or local authorities, as appropriate”.

The Government of India prepared the Disaster Management Bill and deliberated on the provisions in both houses of the Parliament. The Disaster Management Act

2005 was passed unanimously in both houses of the parliament.

The three tier structure of the Institutional Mechanism for disaster management in India consists of the National Disaster Management Authority (NDMA) headed by the Prime Minister of India at the national level, State Disaster Management Authorities (SDMAs) headed by the respective Chief Ministers of States and Lt. Governors of Union Territories at the State and Union Territory level and the District Disaster Management Authorities (DDMAs) headed by the respective District Collectors and co-chaired by the respective Sabhapatis of the Zilla Parishads of the respective districts. The Disaster Management Act 2005 also has provisions for establishing Disaster Mitigation Funds at the national, state and district levels. The 13<sup>th</sup> Finance Commission had recommended the establishment of the National Disaster Response Fund and the State Disaster Response Fund. The Disaster Management Act 2005 also contains provisions for the establishment of the National Disaster Response Fund under Section 46 (1) for meeting any threatening disaster management situation or disaster and Section 48 (1) for the establishment of the State Disaster Response Fund. The Disaster Management Act 2005 also had provisions for the establishment of the National Disaster Mitigation Fund and the State Disaster Mitigation Fund even though these have not been set up primarily on account of the overlapping mandate of the Finance Commissions. Some state governments have established the State Disaster Mitigation Fund by setting up a corpus fund to promote disaster risk reduction interventions.

The Disaster Management Act 2005 also contains provisions for the establishment of the National Institute for Disaster Management (NIDM) as an apex body for capacity building of stakeholder groups in the field of disaster management. Recently, the Government of India also laid the foundation stone for a South Campus of the

National Institute for Disaster Management (NIDM) in Andhra Pradesh.

The Disaster Management Act 2005 also has provisions for the establishment of the National Disaster Response Force (NDRF) as a dedicated force of first responders. 12 battalions of the NDRF have been established already and they are stationed in strategic locations of the country to respond effectively in the event of any sudden outbreak of disasters. They also carry out the capacity building of stakeholder groups through mock drills, sensitisation and awareness raising programmes, etc. The NDRF has also responded effectively in several disasters in various parts of the country ever since its inception and has saved lives, evacuated marooned people and rescued disaster victims. They have also responded to the search and rescue of the victims of the triple disaster in Japan in 2011 when an earthquake triggered a tsunami and finally also led to a nuclear mishap in Fukushima. The NDRF also played a very key role in responding to the Nepal earthquake of April 2015 in search and rescue of trapped earthquake victims in collapsed structures. Several states have also established State Disaster Response Force (SDRF) and they work in close coordination and cooperation with the NDRF personnel before, during and after disasters.

In the past, a few attempts were made to track the progress in implementation of the Disaster Management Act 2005. The Reporting of the Implementation of the Hyogo Framework for Action (HFA) during 2005 to 2015 was done by the national governments which endorsed the HFA. The other stakeholder groups have felt that the reporting on the progress of implementation of global frameworks has to be more inclusive, participatory, gender sensitive and sensitive to explore the specific impact on the most vulnerable sections like the elderly, widows and destitute women, differently abled people and the socio-economically backward sections of the disaster-prone communities.

After the Hyogo Framework for Action (HFA) came to an end in 2015, the United Nations, regional inter governmental platforms, national governments and other stakeholder groups endorsed the Sendai Framework for Disaster Risk Reduction (SFDRR) for the period 2015-2030. During the same period, the Paris Agreement on Climate Change and the Sustainable Development Goals (SDGs) for the achievement of 17 goals have also been endorsed by the stakeholder groups.

In India, the Disaster Management Act 2005 has been in operation for the last 13 years. Oxfam India felt the need to undertake a study on the implementation of the Disaster Management Act 2005 by reviewing the institutional mechanisms at the national, state and district levels. This Study was to be carried out in consultation with the state offices of Oxfam India. Shri Akshaya Kumar Biswal, Shri Animesh Prakash, Shri Sujana Chandra Das, Shri Nand Kishor Singh, Ms. Vinuthna Patibandla, Mr Chandan, Mr. Andrio Naskar, Mr. Pankaj Anand, Mr. Biswanath Baiyari, Mr. Manoranjan Behera of IAG Odisha, David Kujur of IAG Assam, Dr. Bhanu Mall of Poorvanchal Grameen Vikas Sanstha and IAG UP and several others supported the Study through their cooperation, encouragement and active collaboration. Dr. Bhaskar Barua, IAS (Retd), Former Secretary Agriculture, Government of India and currently Member of the Assam State Disaster Management Authority (ASDMA), Shri Aurobindo Behera, IAS (Retd), Former

Special Relief Commissioner, Government of Orissa and Founder MD of OSDMA, Shri. Rajib Prakash Baruah, ACS, Additional Secretary, ASDMA, Dr. Pradeep Nayak, Chief General Manager, Odisha State Disaster Management Authority (OSDMA), Shri. Pravat Mahapatra, Deputy Special Relief Commissioner, Revenue and Disaster Management Department, Government of Odisha, Ms. Geeta Mazumdar, CRS, Dr. Mridul Deka, Doctors for You, Dr. Rajni Srivastava, Disaster Management Society, Shri. Mukta Deka of ASDMA, Shri. Vikrant Humanitarian and Shri. Saikhom Kennedy of Sphere India offered their guidance during the State Consultations and shared their views and contributed to the deliberations. Shri. K M Singh, IPS (Retd), Founder Member, National Disaster Management Authority (NDMA), Shri Anil Kumar Sinha, IAS (Retd), Founder Vice Chairman of Bihar State Disaster Management Authority (BSDMA), Prof. Vinod Sharma, Vice Chairman of Sikkim State Disaster Management Authority (SSDMA), Dr. P P Shrivastav, IAS (Retd), Former Member, North Eastern Council and Advisory Member, NDMA, Shri. Loy Rego, Former Deputy Executive Director, ADPC, Shri. G. Padmanbhan, Shri. M P Sajani Advisor (Retd), Ministry of Home Affairs, Government of India, Ms. Aditi Kapoor of IFRC, Ms. Shachi Grover, Former Disaster Management Focal Point of UNFPA, Ms. Rekha Shetty of Catholic Relief Services (CRS) and several others contributed their experiential insights during the National Workshop held at New Delhi.

## Chapter 2

### Why this Study?

Even though the Disaster Management Act was enacted in 2005, the operationalization of the Act faced several challenges because of several factors. The Kosi floods of 2008, the Kashmir floods of 2010, the Sikkim earthquake of 2011, the Chennai floods, the Uttarakhand flashfloods, cloudburst and landslides in 2013, the cyclone Hudhud in 2014, the cyclone Okhi in 2017, the recurring droughts in several states of India in 2013, 2014, 2015, 2016 and 2017, the sandstorms and the Nipah virus episode in Kerala in 2018, etc. exposed many glaring weaknesses in the operationalization of the Act.

The low frequency of meetings of the various institutional mechanisms caught the attention of the media, judiciary and the mechanisms like the Joint Parliamentary Committee and institutions like the Comptroller and Auditor General (CAG) of India. In 2011, the Ministry of Home Affairs, Government of India constituted a Task Force to review the Disaster Management Act 2005 under the chairmanship of Dr. P K Mishra, IAS (Retd), Former Secretary, Agriculture, Government of India. Shri R.K. Srivastava, Joint Secretary, Ministry of Home Affairs, Shri Satish Chandra, Joint Secretary & Legal Advisor, Department of Legal Affairs, Ministry of Law and Justice, Shri Chander Veer, Deputy Legislative Counsel, Legislative Department, Ministry of Law and Justice, Shri Udaya Kumara, Deputy Legislative Counsel, Legislative Department, Ministry of Law and Justice and Dr. Sutanu Behuria, Secretary, National Disaster Management Authority were members of this Task Force. The Task Force on the Review of the Disaster Management Act 2005 submitted its Report in March 2013. A few recommendations of the Task Force were accepted by the Government of India and implemented by the Government of India. The downgrading and downsizing of the status and role of the National

Disaster Management Authority (NDMA) wherein the status of the Vice Chairman and Members of NDMA were changed to Cabinet Secretary and Secretary level in Government of India has affected the level playing field of NDMA vis a vis the State Disaster Management Authorities, Ministries and agencies of the Government of India and other stakeholders.

In 2013, the Supreme Court of India issued notice to the Central Government and governments of 7 states in the inefficient handling of drought in the country. The low frequency of the meetings of the institutions and the virtual non-existence of the institutions like the National Executive Committee and the State Executive Committees and the State Disaster Management Authorities and the District Disaster Management Authorities have been critiqued by many forums and institutions. The Disaster Management Act 2005 was to bring about a paradigm shift from a reactive post-disaster relief and rehabilitation to a strengthened pro-active pre-disaster multi-hazard preparedness, risk reduction and enhanced emergency response capacities has not really happened on the ground. Early warning systems need to be more robust to reach the vulnerable communities at the last mile.

Oxfam India felt the need to undertake this study on the effective implementation of the Disaster Management Act 2005 at the national, state, district and local levels and in all phases of disaster management: preparedness, prevention (mitigation), risk reduction, relief, rehabilitation and recovery. The study was also expected to carry out a collective assessment of the effectiveness of critical disaster management institutions mandated by the Disaster Management Act at the national, state, district and local levels and their financing, functioning and operational outreach in four high risk states of India: Assam, Bihar, Odisha and Uttar Pradesh.

## Chapter 3

### The Approach

State level Workshops were conducted at Guwahati, Patna, Bhubaneswar and Lucknow by involving representatives of stakeholder groups like government officials, humanitarian assistance and development practitioners of civil society organisations, United Nations officials, media professionals and multi disciplinary professionals. Two district level consultations were organised by Oxfam India partners in two districts of Assam. The State level workshops were followed by a National Level Workshop on 21<sup>st</sup> April 2018 at New Delhi. About 350 delegates attended the workshops at the district, state and national levels. Feedback was provided by the delegates attending the workshops through Questionnaires. The total number of respondents is not matching with the total number of delegates as several delegates promised to send the questionnaire feedback by electronic mail, At Lucknow, the questionnaire was translated to Hindi as requested by the delegates. Some of the questionnaires in Hindi were also used by the delegates in Patna at the state Consultation in Bihar.

Even though the total number of duly filled in questionnaires is only 105, including the

questionnaires filled up and sent through email, the participants in the workshops provided very valuable feedback during the deliberations in the Workshops. The highlights of these deliberations are given in the succeeding chapters and a few of them also figure in the Chapter on Recommendations.

Government officials participated in the State level workshops and in the National Workshop at New Delhi. The lack of interest on the part of responsible officials of the National Disaster Management Authority (NDMA) and the Uttar Pradesh State Disaster Management Authority (UPSDMA) is partly because of the advanced stage of proposed amendments to the Disaster Management Act 2005 which the Government of India is seeking to get adopted by the Parliament. There are also a few other initiatives by the Ministry of Home Affairs and the Government of India like the National Database on Emergency Management (NDEM), the early warning dissemination protocols like the Common Alert Protocol (CAP) and the proposed National Database on Disasters with the support of the United Nations Development Program (UNDP).

## Chapter 4

### Disaster Management Act 2005 to 2018: Defining Moments

The Government of India has been playing a very significant and critical role in the Asia Pacific region, especially in the South Asia region by leading the initiatives of the Asian Ministerial Conferences on Disaster Risk Reduction (AMCDRR). India hosted the 2<sup>nd</sup> AMCDRR in New Delhi in 2007 and the 7<sup>th</sup> AMCDRR in New Delhi in 2016. Within South Asia, the South Asian Association for Regional Cooperation (SAARC) has been facing serious stresses on account of geo-political concerns of the member countries. New inter governmental initiatives have been proposed to emerge in the region and several other blocs are emerging. The Association of South East Asian Nations (ASEAN) has established the Asean Coordinating Centre for Humanitarian Assistance in Disaster Management (AHA Centre) at Jakarta, Indonesia. The UNISDR Office for Northeast Asia (ONEA) houses the Global Education and Training Institute (ONEA-GETI) at Incheon in DPRK. The SAARC Disaster Management Centre (SDMC) has now been shifted to Gandhinagar, Gujarat and SDMC is conducting capacity building programmes for stakeholder groups in the South Asian countries.

The Government of India has taken the lead in coordinating the South Asian Annual Disaster Management Exercise (SAADMEx) starting from 2015 onwards. India has also coordinated the first BIMSTEC Disaster Management Exercise by bringing together the 7 nations of the Bay of Bengal Initiative for Multi Sectoral and Technical Cooperation: Bangladesh, Bhutan, India, Myanmar, Nepal, Sri Lanka and Thailand.

At the national, state, district and local

levels, there is a lot which can be done to improve the effectiveness of disaster management. Most importantly, there is a critical imperative for strengthening multi-stakeholder engagement to improve the effectiveness of disaster management at all these levels. The institutions mandated for disaster management have to be made more accountable, vibrant and sensitive to the concerns of the disaster-prone communities.

The period 2005 to 2015 covered by the Hyogo Framework for Action: Building the Resilience of Nations and Communities to Disasters constitutes a very important phase in the context of the evolution of institutions mandated to work for facilitating the paradigm shift characterised by the transition from a reactive post-disaster relief and rehabilitation centred regime to a proactive strengthening of pre-disaster multi-hazard preparedness, risk reduction and improved emergency response capacities. The period 2015 to 2030 is seen as the period in which the three global frameworks : Sendai Framework for Disaster Risk Reduction (SFDRR), Paris Agreement on Climate Change and the Sustainable Development Goals (SDGs) have to be complied with and the targets achieved through multi-stakeholder synergy. However, most participants who attended the workshops at the State levels and at the national level were of the opinion that lot more has to be done to ensure that this paradigm shift happens at the national, state, district and local levels because they felt that disaster management still continues to be response and relief centric.

## Chapter 5

### Highlights of the State Consultations: Stakeholder Feedback

The State level workshops were held at Bhubaneswar, Guwahati, Patna and Lucknow by inviting representatives of stakeholder groups consisting of government officials, humanitarian assistance and development practitioners, multi-disciplinary professionals and representatives of civil society organisations working with disaster-prone communities. Two district level workshops on the implementation of the Disaster Management Act 2005 were organised by the partner organisations of Oxfam India in Assam. About 350 people participated in the State level Workshops at Bhubaneswar, Guwahati, Patna and Lucknow and at the National Workshop held at New Delhi. From among these and from among the representatives of stakeholder groups who responded to the questionnaires through electronic mail, 105 people's responses have been compiled and analysed.

The responses to the questionnaires were compiled from 105 stakeholders, with collective experience of 962 years, ranging from a few months to 35 years, most working in the district level (52%) but also at state and national levels or in various combinations of these.

#### I – Disaster Management Act

Knowledge of the Act ranged from excellent to unfamiliarity, with most having good (35%) or fair (31%)

Excellent	Very Good	Good	Fair	Not Familiar
8 (7%)	22 (21%)	37 (35%)	33 (31%)	4 (4%)

Most – 63% – felt that the Disaster Management Act did not address the management issues of all disasters including climate change and extreme events

#### Gaps:

35% specifically identified the gaps relating to issues of climate change and extreme events like urban flooding, heat waves, cold waves, extreme snowfall, smog, landslides, water level depletion, and emerging challenges like pollution, health emergencies and epidemics, the effects of climate change on plants and animals and the consequent impact on human lives and livelihoods. 'Impact of climate change and extreme weather needs to be better understood and analysed to inform public policy making – currently there is limited understanding / knowledge on the subject that makes the Act insufficient'.

Quite a few respondents also pointed out that road accidents, lightning strikes, and snake bites which are a significant threat are missing in the Act. Other points identified were need for coordination and convergence between departments and programs, capacity building and training, need for more community awareness and participation. They also pointed out the deficiency in addressing complex emergencies with cross border / global implications, having a rights-based approach, lack of grassroots/ field level detailing and attention to implementation issues including financing. The need for more specific inclusion and attention to marginalised sections including aged, pregnant women, and people with disabilities was also noted.



Those felt the Act was satisfactory noted the increased preparedness, capacity building and training efforts and awareness campaigns, institutional mechanisms as the way climate change issues have been addressed.

**Institutional mechanisms** – Most (28%) commonly identified mechanisms were the SDMAs and DDMA and their corresponding plans for addressing climate change, though some said that at the district and sub district level there was no effective mechanism and institutions still had to be set up and PRIs and ULBs had to be made more effective in this area. 10% identified other departments as nodal such as the forests and environment, pollution control, agriculture, rural development and animal husbandry departments, and in one case (Sikkim) it was the department of Science and Technology, though it was noted that the departments need to work in coordination with each other, and climate change actions needed to be mainstreamed and departmental plans be converged. As many as 22% said there was no or ineffective mechanism, especially at the district and sub district levels, and PRIs/ ULBs needed to be empowered for this purpose.

- As far my knowledge, at the National Level there is a Climate Change Division in MoEF working on the issues Climate Change with National Climate Change Plan and also some States also have State Level Climate Change Plan. But the implementation of the plan is minimal and no district level works are done. However, UNDP and Gol in collaboration with USAID implements two projects *Climate Risk Management in Urban Areas through Disaster Preparedness and Mitigation* and *Enhancing Institutional and Communities Resilience to disasters and Climate Change* with support of SDMAs in the State level. These projects were implemented in A.P, Kerala, Maharashtra and Odisha.
- There is a national policy on climate change, and a national plan of action on climate change, with the Biological Diversity Act, 2002. However, there is no marriage between DM Act and other two Acts.

## **DM ACT**

The majority of the respondents – 55% – said they were not satisfied with the provisions of the Act. Those who were satisfied said it was because it was comprehensive, it was the first of its kind and provided some structure and mechanism, though it did need to be reviewed and updated. One participant noted that the lessons of the Orissa super cyclone and Indian Ocean tsunami were well incorporated, and it was pointed out that the problems were in implementation rather than in the legal provisions of the act.

The main reason (21%) for the dissatisfaction was the need to specify more a decentralised and participatory approach involving the PRIs as well as the community and other stakeholders like CSOs. Other reasons identified were lack of specificity in clarifying roles and action plans (10%), over-emphasis on response at the cost of other phases like DRR, capacity building, preparedness etc (9%), lack of attention to marginalised communities (7%), and need for attention to new emerging challenges. Another factor that was mentioned was the need for a humanitarian/ right-based approach with accountability/ monitoring mechanisms specified, allowing for review and even penalty for failure to implement the provisions (5%).

## **Gaps in the Act :**

64% of the respondents said they felt there were critical gaps in the DM Act. This included lack of clarity about terms, roles, institutional mechanisms and implementation strategies (SOPs, guidelines) at district and sub district levels (30%), multi-stakeholder inclusive approach involving the community – specifically including marginalised sections(5%) – CSOs, local bodies,(29%), with 9% saying the approach was too top down instead of a more participatory

bottom-up one, with community awareness programs to ensure public participation, as community preparedness led to district preparedness. In this context, one respondent said: "The Act doesn't recognize the real causes of vulnerability, and the social position which play a very significant role in determining chances of survival and recovery. Most natural disasters are not just natural; the aftermath of disasters is primarily social in nature. The social aspect of caste, particularly in the context of India should be recognised in the definition of disasters." Some respondents (10%) also felt the need for a provision monitoring and review of implementation for ensuring accountability, including social audit of R&R works, penal provisions for failure to implement the Act and the corresponding power to enforce implementation. Other suggestions were inclusion of neglected topics like epidemic outbreaks, zoonosis, bio terrorism, bio security, role of science and technology, slow silent disasters due to climate change, and procedures for livestock and livelihood management.

Some specific suggestions made were

The Act focuses on geography and

- 2 (1) (a) "affected area" means an area or part of the country affected by a disaster.
- 2 (b) "capacity- capacity building of officials and systems, instead of people in definition. Below are the sections: building"
- 2 (d) "disaster" is silent on communal, caste and ethnic violence and riots

### Suggestions to Address the Gaps :

The suggestions made to address these gaps targeted the areas they identified earlier namely more decentralisation and efforts to strengthen decentralised mechanism (18%), community participation and multi-stake holder involvement (25%), provision of more resources (8%) and capacity building/ training/ increasing sensitisation and awareness (7%). There were also suggestions that the act should be regularly reviewed and updated to incorporate lessons learnt, good practices and new developments and consulting legal provisions in other countries (7%). Other suggestions

included ensuring inclusion of marginalised sections and sectors/ departments that had been ignored such as livestock and animal husbandry (critical for post disaster livelihood restoration), more transparency and publicity about the roles and specifying interdepartmental coordination and convergence.

Some specific suggestions were as follows:

The definition for "Disaster" should be amended to include these gap areas,

Under the heading: 2. Definitions (Page No.4)

(d) "disaster" means a catastrophe, mishap, calamity or grave occurrence in any area, arising from natural or man-made causes, or by accident or negligence which results in substantial loss of life (both people and animals) or loss of livelihood or human suffering or damage to, and destruction of, property, or damage to, or degradation of, environment, or negative impact to livestock/productive assets/working animals/companion animals of vulnerable communities, or epidemic outbreak/zoonosis/bio-terrorism and is of such a nature or magnitude as to be beyond the coping capacity of the community of the affected area;

Under the heading: 8. Constitution of National Executive Committee (Page No.7)

(b) the Secretaries to the Government of India in the Ministries or Departments having administrative control of the agriculture, atomic energy, defence, drinking water supply, environment and forests, finance (expenditure), health, power, rural development, animal husbandry/resources development, science and technology, space, telecommunication, urban

development, water resources and the Chief of the Integrated Defence Staff of the Chiefs of Staff Committee, *ex officio*.

Under the heading: 12. Guidelines for minimum standards of relief (Page No.8-9)

The National Authority shall recommend guidelines for the minimum standards of relief to be provided to persons and animals affected by disaster, which shall include,—

the minimum requirements to be provided in the relief camps and animal shelters in relation to shelter and settlements, food, drinking water, medical cover, fodder, veterinary services, re-stocking, de-stocking, bio-security measures and sanitation;

the special provisions to be made for widows and orphans;

ex gratia assistance on account of loss of life as also assistance on account of damage to houses and for restoration of means of livelihood, livestock, productive assets, working animals;

such other relief as may be necessary.

### Training, must include

1. **"affected people"** means individuals or groups or populations affected by a disaster in the affected area;
2. **Capacity building** of Panchayat members and community members (children, youth, men women, transgender in age and gender sensitive / appropriate manner in early warning, rescue and evacuation, relief and recovery with trainings.
3. **Allocate resources** to panchayats for DRR activities and making community infrastructure safe and resilient based on local hazard, and **vulnerability profiling of the people/community in hazard prone locations**
4. Accidents, fire, explosions, epidemics, **communal, caste and ethnic riots**, civil or political disturbances
5. **'Vulnerability'** as in the National Policy of Disaster Management (Ch 1. 1.2.2) to identify socio-political, cultural and economic pre-existing vulnerabilities of people in hazard prone regions, with special recognition of SC, ST, Minority, transgender for the additional vulnerabilities they face owing to their identity. This is important because the knowledge of geographical vulnerability hasn't resulted in preparedness and resilience of communities living here given their fragile livelihood and resulting in precarious living conditions.

### Familiarity with the Implementation of the Act :

Most of the respondents (67%) were familiar with the implementation of the Act at the national state and district levels. The main limitation in implementation that was identified was that of resource constraints (24%) in terms of funds, manpower, infrastructure and knowledge/ clear guidelines/SOPs and even DDMA's not being even set up. 14% of the respondents specified the DDMA's as being clearly neglected in terms of not being established, being unclear about their roles and responsibilities, and lacking in capacity and resources. A reluctance and lack of awareness and ownership and unwillingness to implement the provisions of the Act was identified by 14%, partly because of lack of monitoring mechanism and penal provisions in the act. Another factor identified was the preoccupation and over emphasis on immediate response and relief due to political constraints so there is no movement to resilience and a lack of mainstreaming of DRR, (6%). Other problems were in coordination issues between departments and between levels of government – (13%) – lack of sufficient involvement of stakeholders particularly NGOs and local government bodies (6%). Other issues mentioned were the need to ensure inclusion of women and children, disabled, etc. departments that get left

out (like animal husbandry), need for more openness about plans and provisions. Some specific suggestions regarding marginalised communities are:

- The Act has failed to make the loss and damage assessment time bound and studies after studies by CSOs like National Dalit Watch-NCDHR have highlighted the manner in which the SC and ST communities get excluded from enumeration process.
- The bigger losses fetch bigger compensation, but the precious little lost by the poorest SC, ST, Minority communities continue languishing in want of resilient housing and other community infrastructure, and sustainable livelihoods. The case is worse for share croppers, lease farmers and agricultural labourers whose losses don't even get recognised under the National Disaster Response Fund norms. This exposes them to various other social risks and debt traps.
- The Act also lacks mandating age, social category and gender disaggregated database of people affected, injured, died, in a disaggregated manner, which can help in analysing the root causes and gaps in disaster response for a more tailored response.
- The Act has fallen short of providing the confidence and dedicated grievance mechanisms to the disaster victims to report any complaint of any nature, including identity based discrimination. So, even the fear of violence if cases of caste discrimination are disclosed prevents the victims from raising their voices.

The suggestions made for overcoming these limitations related to resources (funds, manpower, infrastructure (16%)) including mention of replacing part time ad hoc staff with regular appointments and untrained officers being given additional charge, strengthening of DDMA's (14%), and a more consultative / participatory approach involving other departments, community, NGOs, etc. (19%). A significant suggestion was for training /capacity building at all levels and at all government academies/institutes and awareness generation among the community- (21%)- coupled with a need for more transparency and openness – eg. by use of local language – as well as monitoring mechanisms for more accountability (9%). There was also a suggestion regarding the need to move away from response to a more DRR approach – (7%).

The NDRF/SDRF Norms must recognise the losses incurred by lease/share croppers by bringing in formal recognition or arrangement for formalising leasing; and losses of the agricultural labourers, as a result of water based disasters like droughts and floods; and also, calculate compensation prospectively based on the number of days work is hampered after the disaster.

Some specific suggestions regarding inclusion of marginalised sections were:

- Specific disaggregated database should be compiled on SC, ST, Minority households and all other vulnerable groups, the mode of access to those households and the preparedness of the administration to reach out to them in the event of any disaster. This database should be made available in the public domain by all district disaster management authorities / nodal ministries
- There should be specific circulars and GOs / GRs that instruct specifically and make it incumbent on the officers of the administration to visit and enumerate the affected people in the settlements of the SC, ST, Minority and other vulnerable groups (children, people with disabilities, single women, the elderly etc.)
- Ombudspersons should be appointed by the state on a permanent basis, specifically to look at the issue of exclusion in disaster-prone areas, and in any area that has been affected by any disaster. These ombudspersons should be vested with adequate powers to enforce inclusion of SC, ST, Minority and other vulnerable groups by state agencies and function as per guidelines and procedures laid out to address grievances and cases of exclusion. They should not only be empowered to direct the administration to include and grant entitlements for all those excluded in disaster response and risk reduction

interventions of the government; but also to initiate departmental inquiry or / and prosecution of public servants who may have through their acts of omission or commission led to exclusion of Dalits.

- Focal persons should be appointed by National, Provincial and local Governments in order to monitor all aspects of inclusion of SC, ST, Minority at all levels of the administration–planning, implementation and governance of Disaster management interventions

The phase(s) identified as posing the most challenge for operationalising the DM Act were:

DRR 36 (34%)	Preparedness 31 (30%)	Mitigation 15 (14%)
Response 9 (9%)	Rehabilitation and recovery 12 (11%)	Recovery 9 (9%)
All 3 (3%)		

The main reason (31%) identified for this was the short term view taken because of political exigencies, media and public pressure and lack of visibility of long term measures. Other reasons identified were lack of resources (16%) (funding, manpower – because of unwillingness to dedicate resources to this as well as the system getting overwhelmed by the response needs), lack of awareness and knowledge/ capacity (16%) especially since DRR is a new concept and has not been detailed in the act which is relief-centric; insufficient community mobilisation (16%), given the community is the first to respond, and involvement of CSO; overwhelming coordination issues (5%); lack of monitoring / follow up to ensure accountability (9%). Other issues mentioned included lack of accurate data and lack of hazard risk assessment. One respondent summarised the issues as follows:

DRR:

- Because the Act is silent on the phases of disaster preparedness and disaster mitigation/disaster risk reduction (DRR)
- The above mentioned phases are not considered as a priority as they don't receive enough media attention and adequate resources (fund and nominating dedicated staff for disaster management role is not clear).
- Resource allocation is neither clear nor adequate for DRR activities; and the available allocations focus on physical infrastructure and not on structural vulnerabilities
- Awareness creation on the dos and don'ts, compensation norms, and minimum standards of relief, DRR and authority at appropriate levels responsible is hugely lacking at all levels.
- Disaster Risk reduction is not a political priority for policy makers in the state and national levels, and this can be seen from the questions rarely raised in the parliament, hence marginal governance accountability at all levels.
- The Govt and Humanitarian organisations must work to develop leadership of the subalterns at every level of DRR cycle and train the volunteers from community itself, while having them enlisted at district and block levels. This should be done on continuously as the volunteers are likely to drop out at some point or the other.

**Suggested Amendments in the Act :**

The amendments suggested were that it should be more community centred and make efforts to be inclusive of marginalised sections (27%); should include monitoring mechanisms – including penal provisions – to ensure accountability (16%); should have wider consultation with all stakeholders including experts and professionals as well as the states, and ensure mainstreaming across departments (20%); emphasise decentralisation – involving PRIs and ULBs (19%); address coordination issues to ensure convergence between DRR and development (6%); include climate change and emerging concerns as well as neglected risks like road accidents, lightning strike etc. (6%); strengthen mechanisms (resources, detailing/ specification) to ensure implementation (11%). There was also a suggestion that cross border as well as international issues needed to be specifically addressed in the context of global and cross border disasters. Some specific detailed suggestions were as follows:

- Section 51 does not see citizens as collaborators, rather as obstacles. The Section gives the impression that the authorities have all the power, including the power to arm twist potential objectors. Disaster preparedness and the goodwill generated thereof will be motivation enough for eliciting collaboration of citizens. The offence, if any, need not be taken to court. A stricture or action under any of the normal provisions would be enough. Besides, the District Magistrate has the powers to enforce its decisions. Let the law be positive. Criminalising citizens is not the purpose of the act, timely Disaster Response is the only purpose.
- Chapter X on Offences and Penalties is too elaborate for an eminently humanitarian as well as rights based Act. Moreover, where corruption, negligence, delay, misappropriation, arbitrariness, domination, bullying and so on is so rampant, the law looks at the victims as potential criminals.
- Section 52 is irrelevant. False claims happen only when there is corruption. False claims are fostered by corrupt officials who take a cut. False claims can be verified and refused based on the claim. In this way, the majority of survivors are seen as people who need to be treated with compassion and dignity at this hour of tragedy.
- Privileging authorities, even when they commit offences is undemocratic and a great disaster that puts democracy and rights of citizens in peril. However, in order to have penalties, the Act may empower competent authority /NDMA to do the following:- Develop punitive actions against those responsible for perpetrating any act which protects the rights and entitlements of one section and resultantly endangers or infringe upon the rights and entitlements of another.
- Have checks and balances and Rules to the Act, supporting the spirit of the Act, seeing through the implementation of the norms and rectifying the lacunae with penal measures.
- The NDMA should have power to look into grievances of human rights violations, in the events of disasters and cases of discrimination and exclusion of Dalits and other vulnerable sections.  
Article 61 of “Prohibition against discrimination” in Chapter XI, Miscellaneous section, which reads While providing compensation and relief to the victims of disaster, there shall be no discrimination on the ground of sex, caste, community, descent or religion to be brought in the very preliminary section of the Disaster Management Act instead of having it under Miscellaneous head.
- Formation of a Parliamentary Committee on Disaster Management with adequate representation of (SC) Parliamentarians from disaster affected states/region.

#### **Suggested Amendments in State Acts :**

The suggestions here were mainly to strengthen the DDMA (provide resources and specify roles and responsibilities) to make them functional and accountable (24%); ensure stakeholder participation – more consultation and including PRIs, local community, media, etc. (18%);

mainstreaming of departmental and village level plans and programs (3%); and periodic review of the Act and amending as required (2%).

## II – Institutional Mechanisms

### NDMA

The majority of the respondents (44%) said they were not or were partially satisfied (8%) with the functioning of the NDMA.

Yes	No	Partially
35 (33%)	46 (44%)	8 (8%)

The achievements identified were mainly the fact that it has brought DM into focus with a systematic approach and a mechanism has been set up with policies, plans and guidelines (33%); the efforts in creating awareness and capacity building through mock drills, training, support and guidance to SDMAs etc. (12%); and the good work done especially by NDRF during the Kosi floods, Phailin, Uttarakhand landslide and Nepal earthquake as well as initiatives like the School Safety program, weather warnings, etc. (10%).

Areas needing improvement were – need to shift focus away from response (10%); improvement in institutional arrangements (with all members in place, trained professionals, clear mandate,) (11%); need for more multi-stakeholder consultative approach with more community engagement involving PRIs, ULBs, etc. (24%); better coordination with states and ensuring functioning of SDMAs, DDMA (11%); improving accountability and authority (12%), mainstreaming and convergence with development activities (3%) and more generating more capacity building/awareness and transparency – more information dissemination (9%).

Some specific suggestions were:

- The following excerpt from the National Disaster Management guidelines on Role of NGOs in Disaster Management, September 2010 (Article 3.Role of NGOs in Disaster Mitigation; 3.2. Inclusive Approach, 3.2.1), DRR, although conveniently relegated the important characteristic of "inclusion" to NGOs, reveals a significant position regarding inclusion, which can be brought into the main provisions of the Act and its Rules, through systematic advocacy.
- "Gender, caste, class and age also influence the impact of disasters, as the elderly, women and children face differential impacts and vulnerabilities due to disasters. Poor people are more vulnerable due to their social status, lack of assets, livelihood opportunities and lack of voice in decision-making. In a situation where the claims of one group of people results in the denial of entitlements to another, the task of grievance redressal becomes very challenging and complex. In the event of a disaster, poor people suffer greater relative loss of assets, and have weaker capacity to cope and recover"
- The Act does not specify which ministry or department of Central Government is to have administrative control of the disaster management (Section 8 (1). De facto the Ministry of Home Affairs is given this responsibility as of now. Hence it may be opportune to include the Ministry of Home Affairs in Section 8 (2) (b). Similarly the Ministries or Departments of Education / Human Resources, Justice and Empowerment, and others be included among the members of the National Executive Committee.
- One major lacuna in the Act is with regard to the "Inclusive" approach expected in disaster management. Because this precaution has not been taken, discrimination is rampant thereby defeating the very purpose of the Disaster Management Act. Section 10 dealing with the Powers and functions of National Executive Committee could specifically bring in a



provision for this and which could be reflected in all the policies and plans of every authority under this Act.

## SDMA

The majority of the respondents (44%) said that were satisfied with the functioning of the SDMAs, while 32% said they were dissatisfied.

Yes	No	Partially
46 (44%)	34 (32%)	5 (5%)

The main achievements identified were the setting up of institutional responsive structure through SDMAs, development of DMPs, handbooks, manuals, engaging with community etc. (39%). Other achievements were development of a DRR roadmap in the state (9%); capacity building at all levels, awareness campaigns, mock drills, exhibitions etc. (21%); quick response during emergencies – particularly during Phailin and Bihar floods – including establishing early warning systems (20%).

A large number of areas for improvement were suggested, most of them referring to various ways improving/ enforcing implementation by strengthening the structures and capacity development (49%), and broader participation of stakeholders, community etc. (18%)

## DDMA

Most of the respondents (50%) were dissatisfied with the performance of the DDMA so didn't have many achievements identified.

The achievements discussed were similar to the earlier response – the existence of a structure and plans in place; the good work done during

disasters, especially Phailin; and the efforts made for community participation and involve all stakeholders in the process including generating awareness, conducting mock drills, etc.

Yes	No	Partially
24 (23%)	54 (51%)	2 (2%)

The areas for improvement were mainly taking appropriate steps to improve implementation by strengthening the institutions including establishing them and making them functional and accountable, with adequate resource allocation (funds, staff), clearly specified roles and responsibilities; capacity building, and training, and increasing community participation.

Most commonly, the respondents' participation in NDMA activities was through some training/workshop/ conference/ consultation (15%), and for some drills/ exercises (6%). Other activities included being members of task forces, participating in meetings, and being involved in planning or development of guidelines/ road map/ studies and projects. It is similar for the SDMA – 40% for training/workshops/ conferences/ consultations; 13% for drills/ exercises – including various 'days' (National Disaster Day, DRR Day) – and preparation of SOPs, planning exercises, meetings. In addition, some of them (8%) mentioned the DRR exercise for preparing DRR roadmaps. At the district level, in the DDMA, participation was for meetings/ planning (16%), exercises/ drills (8%) and response activities (7%) and training/capacity building/ special awareness related activities ('days', 'weeks') (16%).

Most respondents (51%) were unfamiliar with the roles and responsibilities of the NEC members, only 27% answered in the affirmative. There were thus very limited – and very non-specific – responses on the achievements of the NEC, as well as on which areas needed



improvement (should meet more regularly, transparency, direction to NDMA, monitoring implementation). One suggestion made was:

- The NEC and SEC's role of monitoring the National and State Plans and various guidelines, respectively, must be put up in the public domain, and **indicators for monitoring the impact outcomes** of these policy frameworks developed, premised on structural and non-structural vulnerabilities, inclusion and equity approaches.

They were thus not able to give an opinion about whether the NEC met often enough – only 27 persons responded to this question, more than half of whom said they didn't know. The situation was similar in the case of the SEC – only 51 respondents answered the question and 17 of these said they did not know about the performance of the SEC and 17 said they were dissatisfied. They were also limited identification of achievements but a few mentioned empanelment of CSOs started, regular meetings to review DDMA activities being conducted and one respondent said that SEC was effective in their state the Chief Secretary was taking personal interest and knew the subject. The responses about areas of improvement were also limited – though one respondent said most members didn't know that they were part of the SEC – as also about frequency of meetings.

### Highlights of State Consultation in Bhubaneswar, Odisha:

**Shri Shubendra Nayak**, Chief General Manager, Odisha State Disaster Management Authority (OSDMA) addressed the delegates and emphasised the need for capacity building of communities as they are always the first responders whenever disasters occur. Odisha has taken the initiative to designate Public Information Officers (PIOs) in every department. Shri Nayak mentioned that more than 10,000 lives have been lost in Odisha in the last ten years due to natural disasters. He said that annually 1050 lives are lost: 400 due to snake bites, 400 due to lightning and 250 due to drowning in flood waters on an average. Odisha is preparing a Disaster Management Roadmap for the implementation of the Sendai Framework for Disaster Risk Reduction. OSDMA is also launching Training of Trainers in all blocks and districts and will create master trainers in disaster management in the next three years. He cautioned that Odisha cannot remain complacent because of the spectacular experience of saving lives during cyclone Phailin and highlighted the need for strengthening resilience building efforts. He observed that in road accidents, about 1500 lives are lost every year in Odisha. He argued for expanding the scope of state specific disasters.

**Shri Aurobindo Behera**, IAS (Retd), Founder CEO of OSDMA, in his Inaugural Address, argued that we must be constantly fine-tuning our disaster management priorities and practices in the context of global frameworks. He emphasised the need for convergence of Sendai Framework for Disaster Risk Reduction (SFDRR), Paris Agreement on Climate Change and the Sustainable Development Goals (SDGs) because they supplement and complement each other to reduce the vulnerability of communities at risk. Shri Behera highlighted the role of Right to Information Act, Delivery of Public Services Act and the Disaster Management Act 2005 which can strengthen the rights and entitlements of citizens to safety and security. The culture of safety has to get institutionalised especially since people ignore the use of hard hats and girdles in scaffoldings of high rise buildings during construction, repairs, renovations, etc.

**Shri Pradeep Nayak**, Chief General Manager, OSDMA spoke about the need to raise the awareness on the Disaster Management Act 2005. He recommended that the Disaster Management Act 2005 must be translated in Odiya and widely disseminated among implementing officials, responder agencies, civil society organisations, elected representatives and community based organisations. Shri Nayak argued for creating

institutional mechanisms for structured interactions with civil society organisations at the state and district levels on strengthening multi-hazard preparedness, disaster risk reduction and emergency response capacities of all stakeholder groups. Institutional roles before, during and after disasters must be assessed for measuring the impact of institutional mechanisms.

**Shri Akshaya Kumar Biswal** of Oxfam India highlighted the need for strengthening community based disaster preparedness. He observed that disaster risk reduction and climate change resilience must be incorporated in panchayat level planning. Odisha has a history of developing Gram Panchayat level and Village Level Disaster Management Plans through UNDP supported Disaster Risk Management project. These plans need to be revised and updated to include disaster risk reduction and climate change resilience building. He argued for establishing the State Disaster Mitigation Fund in Odisha to support the disaster risk reduction interventions. Crop damage due to drought and floods does not get adequately captured in damage assessment. Livelihood restoration must be given priority in disaster-prone areas. Shri Biswal reiterated that good governance and good disaster management is a virtuous cycle and argued for robust third party audit to strengthen transparency and accountability in the field of disaster management at the national, state, district and sub-district levels.

#### **Highlights of Assam State Consultation, Guwahati:**

**Shri Bhaskar Barua, IAS (Retd)**, Former Secretary, Ministry of Agriculture, Government of India and currently Member, Assam State Disaster Management Authority (ASDMA), in his Inaugural Address, walked down the memory lane and recalled how the first relief code was prepared by the British in 1870's to provide relief to farmers affected by drought and famine and floods. Shri Barua argued that the Disaster Management Act 2005 must be a rights-based Act which upholds the rights and entitlements of disaster-affected communities. However, rights and entitlements come with responsibilities and obligations for policy makers and implementing officials. Shri Barua felt that the Disaster Management Act 2005 does not capture the spirit of disaster risk reduction adequately and wanted a Disaster Risk Reduction Act to be enacted because disaster risk reduction is a long term issue.

**Shri Rajib Prakash Baruah**, Additional CEO, ASDMA narrated the steps taken by ASDMA to strengthen the multi-hazard preparedness of stakeholder groups in Assam, like the conduct of Guwahati Emergency Exercise GEMEX. He shared the vision of Assam Government in institutionalising disaster management by appointing one Field Officer in each revenue circle in all 154 revenue circles in 33 districts of Assam. He also informed that 16 Project Officers have been deployed in 16 key departments for effective coordination of the functions of disaster management. As early as 19<sup>th</sup> August 2006, DDMA's were notified in all 33 districts of Assam.

**Shri Mirza** of ASDMA stated that the Government of Assam is providing Rs. 2 Crores to each district before the flood season to respond effectively to floods. Lightning deaths and damage to property due to river bank erosion have been declared as state specific disasters in Assam. 10% of the State Disaster Response Fund is earmarked for state specific disasters. Government of Assam has deployed 33 District Program Officers for disaster management. He also mentioned that Government of Assam and ASDMA are also working on developing Roadmap for the implementation of the Sendai Framework for Disaster Risk Reduction (SFDRR).

The participants from the Government of Assam and the civil society organisations shared their observations and suggestions for improving the effectiveness of implementation of the Disaster Management Act 2005.

#### **Highlights of the Uttar Pradesh State Consultation at Lucknow :**

**Dr. Bhanu Mall**, Secretary, Poorvanchal Grameen Vikas Sanstha, Prof. Rajni Srivastava, Director, Disaster Management Society, Allahabad, Shri Nand Kishor Singh of Oxfam India, Uttar Pradesh and Shri Surjit Chatterji of Save the Children addressed the delegates at the Uttar Pradesh State Consultation at Lucknow. Prof. Rajni Srivastava emphasised the need for establishing Community Task Forces at the local level for mainstreaming disaster management before, during and after disasters. She argued that civil society organisations have a greater or equal responsibility to ensure effective implementation of the Disaster Management Act 2005. The National Civil Defence College at Nagpur should be associated to train community representatives, civil defence and home guards personnel and also cadets belonging to National Cadet Corps, National Social Service and volunteers of the Indian Red Cross Society.

Dr. Bhanu Mall highlighted the need for convergence of the Sendai Framework for Disaster Risk Reduction (SFDRR), Paris Agreement on Climate Change and Sustainable Development Goals (SDGs). He argued that vulnerability reduction has to be taken as a priority along with disaster risk reduction.

**Prof. Rajni Srivastava** emphasised the need for centre-staging communities in disaster preparedness, resilience building, disaster risk reduction, climate change adaptation, emergency response, rehabilitation and recovery. She recommended establishing local level community task forces and training them to prepare for and respond to natural disasters and man-made disasters. She highlighted the need for establishing such trained local level community task forces for ensuring that the high density festivals like Kumbh are observed as safe festivals without loss of lives due to stampedes.

**Shri Surjit Chatterjee** highlighted the need to address malnutrition among new born children among the disaster-affected communities as a priority category. He observed that new born babies need special care during the neo-natal stage in the first twenty eight days after birth. He expressed concern over the death of babies, infants and small children due to Japanese Encephalitis (JE) and Acute Encephalitis Syndrome (AES).

**Shri Nand Kishor Singh** argued for identifying state specific disasters and including them as eligible for gratuitous relief in the 15<sup>th</sup> Finance Commission. It was also mentioned that responses must be made before the 15<sup>th</sup> Finance Commission by civil society organisations and other stakeholder groups as the Terms of Reference contain several concerns related to improving the effectiveness of disaster management in the country.

#### **Highlights of the Bihar State Consultation at Patna:**

One of the major highlights of the Bihar State Consultation at Patna was a very involved Panel Discussion with senior representatives of civil society organisations working in Bihar. Shri Pravind Praveen of Water Aid, Shri Banku Bihari Sarkar of UNICEF, Shri Mukul of Save the Children, Dr. Anand Bijeta of IWMI participated in the Panel Discussion. They urged the selection of competent domain experts in the field of disaster management as Members of the National and State Disaster Management Authorities. Multi-stakeholder district level

committees must be established before the onset of the flood season. Community Based Disaster Risk Reduction (CBDRR) must be institutionalised at the state, district, block, gram panchayat and village levels. They also recommended that civil society representatives must be included in the district level committees for ensuring effective implementation of the Disaster Management Act 2005. They observed that the adverse economic impact of natural disasters, especially crop damage and disruption of livelihood, are not getting adequately compensated and the disaster affected communities are not getting the entitlements as specified in the criteria due to subjective reporting of disaster losses by officials without undertaking proper damage assessment.

The State Disaster Management Plan which has been prepared for Bihar needs to be revised and updated by incorporating disaster risk reduction, mitigation, mainstreaming disaster management in development planning, etc. Some of the participants spoke about the critical need to make the Disaster Management Act contemporaneous. Several participants felt that the role clarity of Disaster Management Department (DMD) and Bihar State Disaster Management Authority (BSDMA) needs to be clarified. The lack of coordination between Government Organisations and Non-Governmental Organisations was seen as the weakest link in the chain. Standard Operating Procedures are required to be developed to bring more transparency and accountability for institutions mandated to perform disaster management functions.

It was also observed that trans-boundary issues need greater attention in the context of Bihar, as was illustrated by the devastating Kosi floods of 2008. Many participants commented that the implementation of the disaster management continues to be weakest at the district and sub district levels. It was observed that the 2017 floods affected 17 million people in Bihar. It was mentioned that Disaster Management Department is concentrating on rapid response in flood situations by deploying National Disaster Response Force (NDRF) and State Disaster Response Force (SDRF) personnel. DMD also pro-actively ensures the prompt payment of gratuitous relief to the next of kin of disaster victims, most often on the same day of the death of the victim.

It was pointed out that the District Collector is not able to attend to the disaster management functions because of the pressure of chairing 53 committees at the district level. In most districts, the DDMA activities are looked after by CDPOs with very little authority in decision making. Some participants argued that the Urban Local Bodies and Panchayati Raj Institutions are not involved in disaster management functions and this is a serious weakness of the system.

### **Guwahati Workshop Feedback**

- Aspects of Gender, Disability should be included in the DM Act 2005.
- DM Act should cover structures upto Village Level. Need for Village Level Disaster Management Plans and necessary structures at the village to support work at the village level.
- Climate Change Adaptation should feature in the DM Act.
- Sendai Framework for Action & Sustainable Development Goals and its priorities as well as other global priorities should also incorporate in the Act.
- Representation of Inter Agency Groups should be made in the State Executive Committee or The Board of the State Disaster Management Authority.
- Aspects of Health should be given priority in the Act.

- Institutions such as Village Land Management and Conservation Committees (VLMCCs) at the Village Level should be further strengthened.
- Impact Assessment of Major Development Projects should be validated by State Disaster Management Authorities.
- The Institution of Inter Agency Groups (IAGs) as an important component of Inter Agency Coordination should be strengthened with budgetary provisions within the framework of the DM Act for its effectiveness and sustainability both as National and State Level.
- Certain State Specific Disasters such as Erosion, Drought should be made notified disaster in by the Act.
- DM Act should have sweeping powers for non compliance.
- Inter Agency Groups and State Institute of Disaster Management (SIDMs) should be merged for matters concerning sustainability of IAGs. Inter Agency Groups could head SIDMs and carry out research and capacity enhancement through experts and professions from the field of Disaster Management.
- E-Governance Mechanisms should be worked out within the framework of the DM Act for detail information on the rights and entitlements, fund allocation, fund utilization and work carried out.
- Performance Audit should be one important component in the Act for all responsible office bearers.
- Setting up of Departmental Coordination Platforms in the Government is necessary in line with Inter Agency Groups/ Empowerment of the Inter Agency Groups as Institutions for Departmental Coordination Groups.
- Inter Country or Inter State Coordination platforms /Systems on Early Warning should figure in the Act.
- Department of Flood Management, Earthquake Management within the framework of the Act is essential. (Different Expertise to Manage Different Types of Disasters and Setting up of Cells or Departments for the same)
- Regular Press Conferences should be organized by SDMA's for clarity.
- DM Act 2005 should be fully and properly implemented.
- Massive Open Online Courses (MOOC) should be provided with its provision in the Act.
- Citizen Charter as well as Grievance Redressal System should be set up within the DM Act for matters relating to Disasters.
- Disaster Management Authorities should have a Validation or say in the Development Works carried out by the government. DM Act should provide powers to State Disaster Management Authorities.
- There is need for creation of Structures at Sub-Divisional, Block and Village Levels.
- Disaster Mitigating Institutes or Village Disaster Management Institutes should also be set up within the framework of the DM Act.
- Disaster Management Act should be complemented by Disaster Risk Reduction Act.
- Decentralization in matters of fund allocation and powers for locality/village specific development works be bestowed on Local Governing Authorities.
- Sector Specific Disaster Management Plans should figure in the DM Act.
- Provide framework for developing roadmap for mainstreaming DRR in Development policies and plans incorporating global priorities of Sendai Framework for Action, Sustainable Development Goals and Climate Change Adaptation. Inter Agency Groups should be made stakeholders in the process.
- GO-NGO protocol should be an instrument of effective service delivery and not a hindrance during humanitarian efforts. Humanitarian Workers should have access and Permission to carry out Humanitarian Work during emergency. Notification from State Disaster Management Authority should be circulated to District Magistrates or Deputy Commissioners.
- Humanitarian Goods should be exempt from taxation and exempt from road clearance/Way Bill /Road Taxation/Inter State Taxation.

- Disaster Management Authorities should have separate Infrastructure both as State, District, Sub-Division, Block and Panchayat and Village Level.
- Insurance Coverage for Disaster Prone Areas (Flood Prone Areas in case of Assam) should be extended through the provisions of the Act and appropriate Budget should be allocated.

## Chapter 6

### Highlights of the National Workshop: Stakeholder Feedback

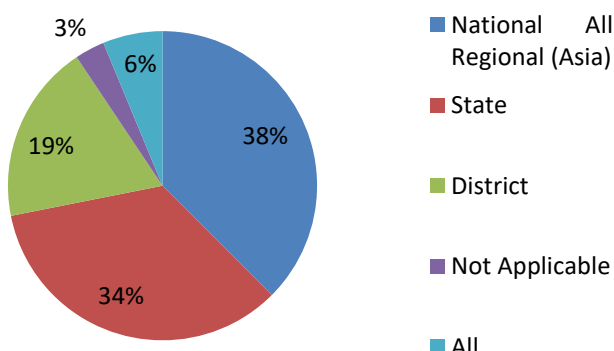
A National Workshop on the Implementation of the Disaster Management Act 2005 was organised by Oxfam India in collaboration with Sphere India On 21<sup>st</sup> April 2018 which was attended by several eminent disaster management experts like Shri K M Singh, IPS (Retd), Founder Member, National Disaster Management Authority (NDMA), Prof. Vinod Kumar Sharma, Vice Chairman, Sikkim State Disaster Management Authority (SSDMA), Mr. Anil Kumar Sinha, IAS (Retd), Founder Vice Chairman of the Bihar State Disaster Management Authority (BSDMA), Dr. P. P. Shrivastav, IAS (Retd), Former Member of the North East Council and currently Advisory Member, National Disaster Management Authority (NDMA), Shri. M P Sajani, Advisor, Disaster Management (Retd), Ministry of Home Affairs, Shri. G. Padmanabhan, Emergency Analyst (Retd), UNDP India, Shri. Loy Rego, MARS, Ms. Aditi Kapoor, IFRC, Ms. Shachi Grover, Former Disaster Management Focal Point, UNFPA, Shri. Pankaj Anand, Shri. Animesh Prakash, Shri. Nand Kishor Singh, Shri. Sujan Chandra Das, Ms. Vinuthna Patibandla, and Shri. Andrio Naskar of Oxfam India, Shri. Vikrant Humanitarian and Shri. Saikhom Kennedy of Sphere India.

The analysis of the responses by the delegates who attended the National Workshop at New Delhi is given below:

#### I. Disaster Management Act

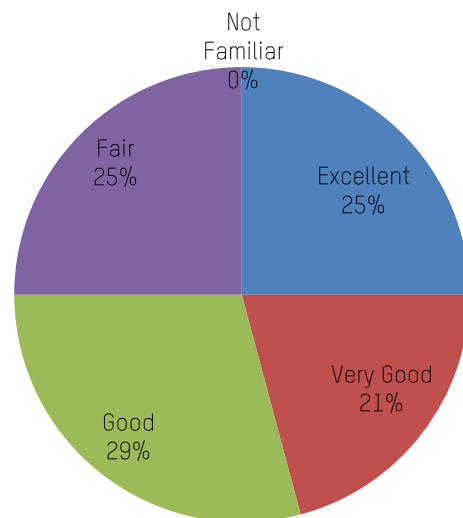
##### 1.1 Experience of the participants at the national, state and district level

##### DO YOU WORK AT THE NATIONAL, STATE OR DISTRICT LEVEL ?



Almost 38% of the participants had the experience of working at the national and regional level. More than 34 percent participants belonged to the state level. 19% had the experience of working at the district level.

##### FAMILIARITY WITH THE DISASTER MANAGEMENT ACT 2005

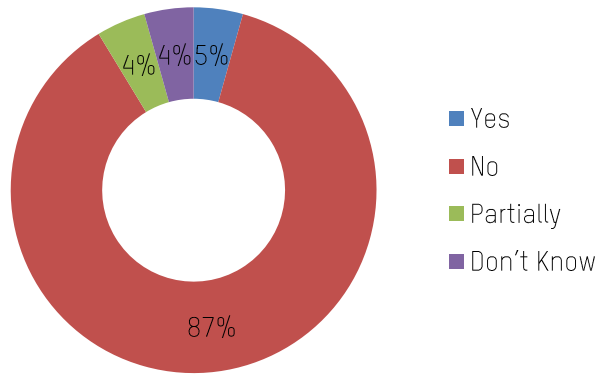


#### 1.2 Familiarities with the DM Act

On enquiring about the familiarity with the DM Act 2005, 25% informed that they have excellent knowledge about the Act, 21% mentioned that they have very good understanding, 29% have good knowledge and 25% have fair information about the act.

### 1.3 Opinion on the scope of the present DM Act

#### **DISASTER MANAGEMENT ACT 2005 ADDRESSES THE MANAGEMENT ISSUES OF ALL DISASTERS INCLUDING CLIMATE CHANGE AND EXTREME EVENTS?**



87 percent of the participants mentioned that the DM Act doesn't address the management of all disaster including climate change and extreme events. On enquiring about the critical missing gaps in the act, the respondent mentioned that Climate change needs more attention, does not address extreme snowfall, cold waves, frost, heat wave, drought, smog. At present the definition includes climate change but application is restricted to conventional disasters like floods, earthquakes, etc. The DM act is still evolving – lacking a local disaster plan and more focus is required at the Grassroot level implementation needed. There is a need for humanitarian financing and access to funds. Also there are no clear policy for addressing global crises. The Act does not specify threats and growing vulnerabilities of climate change. There is a need to understand the impact of climate change and extreme weather needs to be better understood and analysed to inform public policy making – currently there is limited understanding / knowledge on the subject that makes the Act insufficient.

Some emerging issues like air pollution, health emergencies or even climate change are not directly discussed. Complex emergencies and field coordination should be clearly outlined. However some felt that the definition of disasters is inclusive but implementation leaves humanitarian situations out of the purview. Climate change leads to other problems like landslides, drought, water level depletion, affects plant and animal life, etc. – though some of these issues may seem trivial, introspection on them needs to be done. Though institutional mechanism at the national, state, district and local level, is detailed, financial mechanisms are not detailed (NDRF etc.)

Institutional mechanisms to address climate change concerns and extreme events at the state district and sub district level.

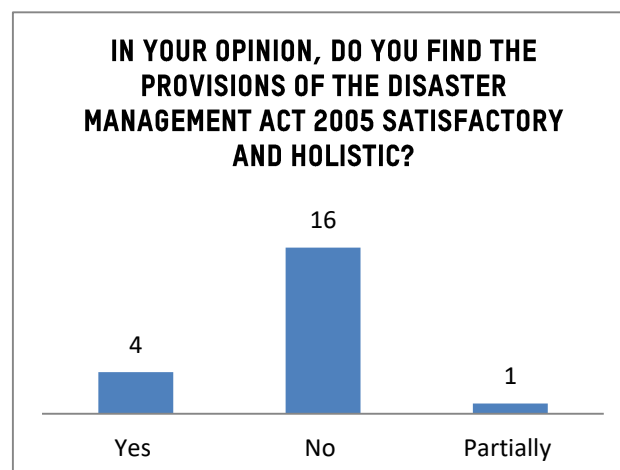
State Climate Change Action Plans is one of the mechanism to address the concerns. The participants from Bihar mentioned that during the Bihar floods SDMA and DDMA were also the emergency points established. Agencies working in environment and agriculture, water resources, animal husbandry and revenue sector should all work together to address administrative issues at all levels. Climate change aspects are disasters in waiting – can be addressed through the existing mechanism – though convergence is needed. Some of the participants informed that they are not aware of detailed district and state plans, SAPCC exists but there is no DAPCC. Mainstreaming with development projects is mostly lacking. They are formed in a few states but there is no significant structure at the district level. SDMP, DDMPs, Panchayats – most of their plans have no integration of climate change. DDMs are at the district level – there is no mechanism



at the sub district level. There are separate climate change plans by the government at the central level, and also at the state level in most states. State action plan on climate change exists, but there is nothing at the district and sub district levels. Climate change concerns are not properly understood. There is little effort for mainstreaming climate change. The Department of Science and Technology in Sikkim is the facilitator for the Climate Change Action Plan. At most levels, it is the rural development department. Civil society organisations, NGOs, CBOs, religious organisations, academic institutions, technical institutions, should all be given specific roles and responsibilities as well as funds and financial arrangements for them. Need for expansion of the Act because some provisions are overlapping . Local level connections and provisions are missing. Cross border considerations not included – eg. should have multi-state, multi-district and multi-nation simulations and exercises. PRIs and ULBs not given adequate opportunity for disaster management. The Act does not speak about child protection and there is a lack of integrated risk management. Doesn't support grassroot levels or address critical issue and It is more focused on structural aspects Enforcement of the duties of the authorities are not considered

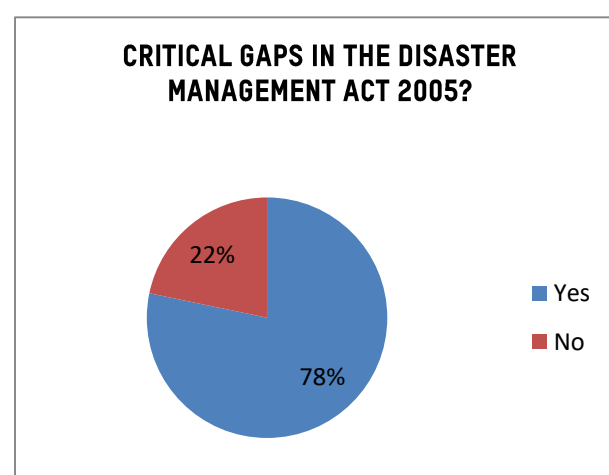
#### 1.4: Opinion on the approach of DM Act as satisfactory or holistic

Participants who positively responded mentioned that the problem is in the implementation, not in the legal provisions. Most of them are satisfied with it to begin with, in 2005, but it need to be reviewed over tim. It was the first Act of its kind – now needs amendment. Those who responded negatively mentioned that Role of civil society, Panchayats etc. is not



included – civil society is not included. Provisions are relief-centric – should have more focus on risk reduction – in line with the Sendai Framework. Needs to cover climate change related displacement. There is a lack of clarity about the structure of NDMA, SDMA, DDMA – liek Cabinet Sub-Committees It should have concise Action Plans. At present the act doesn't cover linkage of departments, minorities, governments. Issues are all framed in a national context – need to be localised. Community structures are not covered and Multi-stakeholder approach is missing. Many humanitarian situations are not covered. Functions of local authorities need to be more elaborate – for proper coordination with PRIs, urban local authorities etc.

#### 1.5 Critical gaps in the DM act



The participants who had felt that there are critical gaps in the DM Act decentralisation and accountability of authorities is a major concern. Under decentralisation Institutional mechanism at Panchayat level is required for translating the DM Act which is not addressed at the Panchayat level. There is a need of localization and role of PRIs needs to be addressed. Engagement of local governance and committees. State level vulnerability plans, climate change concerns in community level planning. More detailing – context specific local issues need to be included. With reference to accountability and authority Should be more elaborate and strict in terms or responsibility and punishment. there is no system of incentives/ disincentives. Autonomous authorities should include ways to demonstrate accountability. Autonomous authorities should include ways to demonstrate accountability. Power of disaster management authorities is insufficient to ensure implementation. Effective implementation at all levels needed and there is need to include role of civil society and NGOs Impact on livestock/ productive assets, working animals. Some of the issues to be included are

- Epidemic outbreaks, zoonosis, bio terrorism, bio security measures
- Role of science and technology
- Role of women
- Community awareness
- IEC
- Child protection and education in emergencies
- Financing issues
- Adoption of good practices
- Urban risk reduction
- Slow silent disasters like air pollution, climate change induced increased frequency and intensity of heat wave, drought, water crises
- Role of NGOs, volunteers, religious organisations, academic institutions
- Need to accelerate the pace of development first
- Rules under Act are not yet translated – definition is generic, no identification of possible disasters
- DM component of most offices is not known so not used – indifference to DM issues exists
- Authorities should have clearly specified rules and regulations of working
- Coordination issues with other departments – health, rural development, social welfare etc – don't work in harmony
- DDMA should have regular meetings, invite suggestions from CSOs and local stake holders
- Streamline process of engagement of CSOs with relief authorities

#### **Suggestions to address the gaps :**

##### **Decentralisation**

- Need to formalise the role of PRIs in preparation, mitigation and response
- More power to local bodies and local administration
- Panchayat level plans and actions required
- Mainstream Panchayat level schemes and programs
- Should have proper Panchayat level structure
- More engagement of local governance required

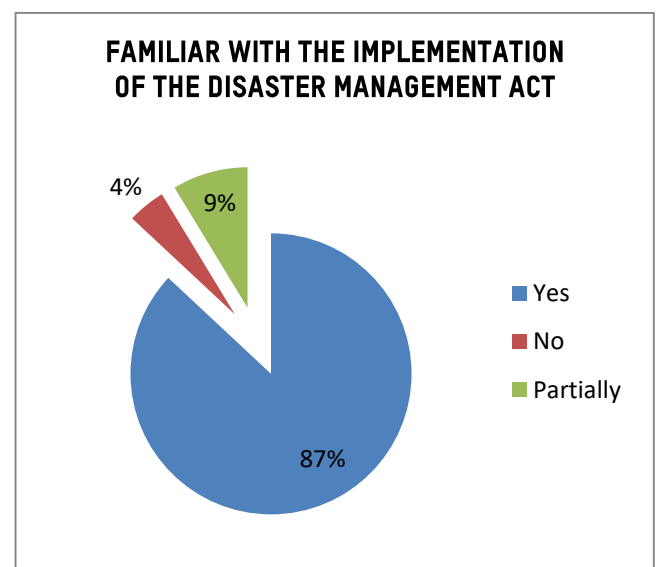
##### **Community engagement**

- There should be proactive involvement of the community and CSOs
- Should have a GO – NGO Protocol

- It should be a participatory process – communication within communities needs to be improved
- Should be more broad – based – with more consultation
- Consultations with all stake holders required – like religious bodies, academic institutions, etc. – let them give their plans
- Disaster definition should include animals and livestock
- Various communications at all levels should include the Animal Husbandry Dept
- Act should include first responders and have a mechanism to strengthen them
- It should better foster implementation
- Need to create awareness about the Act
- Should go back to the High Powered Committee report and take action accordingly
- Act should be strict so that the DM understands its seriousness and worth
- Administration, Excise, Finance, monitoring and supervision should be put under one head to capacitate the disaster management bodies and lead to better implementation
- Detailed rules and regulations of working of each authority should be published – media publicity required
- Accountability required
- Sensitisation of all department needed
- Need a dynamic district administration and interdepartmental coordination
- Include DRR in planning
- Resource allocation needed

- Strengthen child protection and education in emergencies
- Need to have active and formal entities engaged who are fully knowledgeable about the Act
- Need to review and amend the Act
- Need to refer to legal provisions in other countries
- DDMA should actively pursue loss of land due to floods
- Act should be updated and should prescribe practical enforceable regulations

#### 1.6 Familiarity with the implementation of the Disaster Management Act at the national, state and district level



On enquiring about the limitations in the implementation of the Act at the state or district levels the participants mentioned that the role of PRIs and ULBs not defined even though they are the most critical stakeholders in DRR/ CCA implementation. Role of DDMA. DDMA is not well defined in terms of response for all phases of disaster management. DDMA's are on paper only – NDMA guidelines are not translated into action. Also the DDMPs are only on paper in most districts – district administration is not clear about its role. Role of DDMA in

preparedness and response; and formation and implementation of DDMPs. District administration is not serious about it/ lack knowledge. There is lack of HR and sufficient committed staff for the SDMA and DDMA. DM plans are not yet framed at the district level. Animal Husbandry department not included in meetings and decision making. Need more focus on resilience building . There is lack of awareness and ownership as well as Implementation is lacking or tardy. There are no penal provision. One of the major limitation of the act is that it considers response as the main activity and DRR neglected. There is Lack of clarity about structure, skills and capacity. There is a need of financing of SDMA and DDMA at State and District level and constitution of SECs, sub-Committees of the SEC. Participants focused on the role of SDMA in policy formulation and dissemination They also mentioned that disaster management is response oriented – there is limited preparedness and moving towards resilience. There is a need more awareness/ sensitization whereas The work is seen as an additional job pressure, so not given sufficient attention. There is strong NGO collaboration needs to be incorporated. With reference to gaps there is insufficient coordination of stake holders and political constraints – as there is a bias in implementation. There is a need to mainstreaming of disaster planning and incorporation of disaster management into development. Presently civil society is not involved in pre disaster meetings/ as members of DDMA. Authorities are critical to the implementation but constitution of the authorities are lacking

If you have come across any difficulties in the implementation of the Disaster Management Act at the national, state or

district levels, what are your suggestions to address these difficulties?

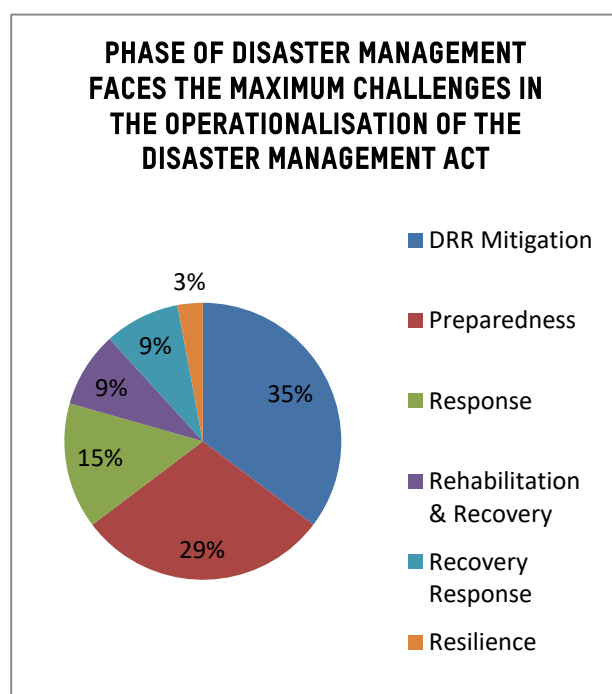
The suggestion given are related to

#### **Training / capacity building/ awareness:**

- Public awareness and interest is a critical gap
- There is a lack of awareness in hilly terrains, 90% people are not able to act under the Act
- Strengthen capacity at the district and sub district level
- Should be made part of the curriculum at the State Administrative Training Institutes, LBSNAA, Police academy, etc.
- Need for training of local officials and authorities
- All key personnel should be trained and prepared
- Need to generate awareness among stake holders
- Need to increase multi stake holder coordination
- Representatives from Animal husbandry should be included in the executive committee
- OIC at the district level is usually the DM holding additional charge and with no training
- Should have regular meetings of the SDMA and DDMA
- DDMP should be a live document for easy reference by stake holders – should be readily available online
- Fund utilisation should be monitored
- In many states, the block/ village levels are not focused on the issue and hence there is a lack of proper arrangements at the district and village levels
- The DM Act should be part of the administrative project

- There should be full time focal person in charge – it should not be an additional charge as it is currently
- Need to provide opportunities to civil society
- Role and responsibility of PRIs for grassroot implementation
- NDMA needs strengthening
- States should be made accountable
- Linkages with national, state and district plans are missing

### 1.7 Challenges faced in different phases of DM Act



The participants responded to the reasons that this phase of disaster management faces the maximum challenges in the operationalisation of the Disaster Management Act

- Strengthen Act – ask states for state-level recommendations – hold national workshops for this
- Initial focus was on response – preparedness, mitigation and DRR are new concepts

- Low awareness about provisions of Act among practitioners
- Government's main focus is on response – significant improvement in that. But the priority to prepare the community and reduce risk is neglected
- Low will of the government and officers in preparedness – they often say 'Barh chala gaya to ab kya tayari karna, jab ayega tab dekha jayega'
- Because response is quick and if people are not sensitised, they often over look other aspects like DRR and recovery – lack of orientation, understanding and willingness
- Response is effective because of NDRF, rehabilitation and recovery are taken care of but vulnerable people continue to live with vulnerability – the focus should be on DRR and preparedness
- DRR needs to be prioritised but doesn't get attention because of lack of visibility and immediate results and because NGOs are also not involved in the process
- Hazard risk assessment lacking – prevents DRR from being taken up
- Accountability towards people and proper meetings might help in reimagining implementation
- Structural issues
- Individual approaches and commitment
- No monitoring system
- Responding agencies are not aware of the act and protocols
- Lack of awareness of disaster management – leading to opposition to mitigation measures

- Lack of interest of concerned authorities to prioritise DRR integration in development
- Change in mindset is required
- DDMPs need to be taken off the shelf, reviewed and updated
- Involves a lot of resources, resource mobilisation and funds are not enough
- Lack of inter departmental coordination
- Because rehabilitation and recovery is a time consuming process
- Because recovery is missing/ forgotten
- Lack of funds at the district level
- Systems are still quite rudimentary
- Because community involvement is lacking
- DRR is not visible while response is, hence governments and politicians are indifferent to DRR
- Because of lack of funds
- Lack of partnership with CSOs
- Not considered a priority – so it gets poor media and government attention (DRR)
- Poor monitoring tools
- ✓ Include role of civil society and PRIs
- ✓ Community participation – involve public
- **Decentralisation and wider consultation**
- ✓ State consultations – ask for state level recommendations
- ✓ Hold national workshops and incorporate recommendations
- ✓ Panchayat level provisions and community level planning
- ✓ More powers to NDMA/ SDMAs
- ✓ Implement at all levels
- ✓ Should include the animal husbandry department in decision making
- Present task force representative is not presenting the views of the stake holders
- Establish linkage with climate change
- Strengthen urban risk reduction
- Include disabilities
- Ensure DDMA meetings
- Make/ delegate responsibility and consequential financial allocations to the local government with supervision by DDMA
- There should be an active tool for every government and humanitarian agency
- Accountability for DDMA
- Emphasis and investment in DRR and preparedness under the large goal of resilience
- Deeper roots of institutional structure
- Strong implementation structure
- Convergence between DRR and development
- More penalties and stricter monitoring
- The Act should be implemented, then amended based on problems faced
- A long term program with proper resource allocation is needed

### **Suggestions for the amendment of the Disaster Management Act 2005**

Below are the suggestion related to

- **Training and capacity building**
- ✓ Capacity building of local authorities, PRIs and ULBs
- ✓ More professionals / experts should be provisioned (or so trained) to meet the high demand till Panchayat levels
- ✓ Focus on capacity building and preparedness
- ✓ Build capacity at all levels
- **Community participation**
- ✓ Focus should be on involving civil society and PRIs on DRM

### **Suggestions for the amendment of the Disaster Management Act in the state**

There is a need to develop a State Act – making amendments as required where there is fixed accountability for DDMA's. Participants mentioned that there is not much focus on disaster management in Bihar – there are a lot of clashes. There is a need to develop clear cut guidelines needed pertaining to risk reduction measures even at the village level. Participants from UP mentioned that there is SDMA in UP is very ineffective – need to focus on it more.

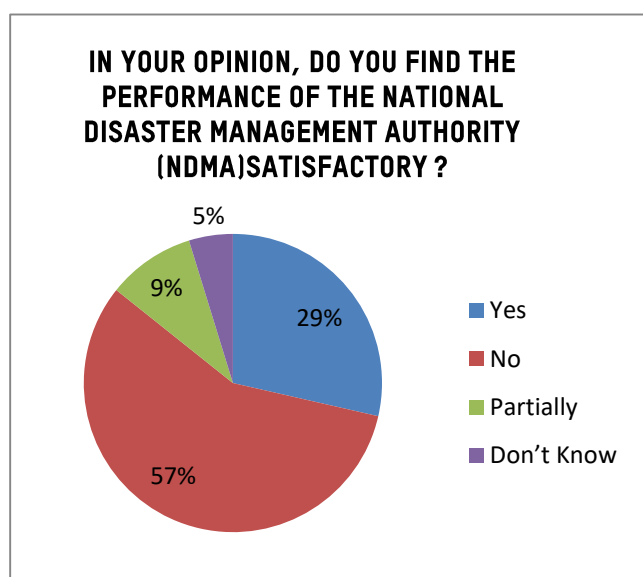
Certain specific suggestions are

- ✓ Chapter II Section 6 – Power and functions of the national authority – function of coordination, enforcement and implementation of policy and plan – this is an absurd provision as the authority has no power to enforce this
- ✓ Should increase the allocation and capacity of the state to respond effectively.

- ✓ Participants mentioned that there should be a state DM Act for Delhi, Bihar
- ✓ A state-specific Veterinary Emergency Respond Fund (VERF) should be created to protect animals

## II. Institutional Mechanisms

### 2.1: Opinion about the performance of the NDMA



Participants who responded positively shared a few significant contributions made by the National Disaster Management Authority (NDMA)

- ✓ SOPs and guidelines - useful, cover most disasters, available on net, but require revision and should include dialog with states to implement them in the local context
- ✓ Establishment of NDRF
- ✓ Put in focus need for streamlined approach, especially with increase in occurrence of disasters
- ✓ Regular warnings for cyclone, rain etc.
- ✓ IEC material development
- ✓ Various workshops at state level
- ✓ NDMA school safety program - big contribution even to capacity building
- ✓ More systematic approach to disaster management including institutional mechanism and capacity building
- ✓ Investment in reducing rescue time and addressing rescue and evaluation on priority
- ✓ Focus on disaster management
- ✓ Major role in decision making

- ✓ NDMA team now reaches the disaster site quickly, and are better trained
- ✓ NEOC
- ✓ NDMA contribution in preparation of national plans

#### Areas of improvement in the NDMA

- ✓ Chapter II Section 4 - about meetings of the National Authority - says the National Authority shall as and when necessary at such time and place as the chairman of the National Authority shall deem fit - No accountability - need to have a prescribed minimum number of meetings
- ✓ Every staff member should be apprised of his/ her responsibility - non performance may be a reason for striking down the NDMA and reducing its role - non-performing assets are a burden
- ✓ Appointments of SDMA / NDMA should be institutionalised and not outsourced - positions are filled politically with people with no vision, qualification and work culture
- ✓ Number of members should be as before, their status should not be changed
- ✓ Should have more professionals as advisors/ consultants
- ✓ Constitution of NDMA, SDMAs and DDMA's
- ✓ Actual functioning of NDMA, SDMAs and DDMA's
- ✓ Development of DMPs, SDMPs and DDMPs and their regular review and updation
- ✓ Stringent enforcement of building / construction norms - for new, repairs, retrofitting - and non compliance should be penalised
- ✓ Revision of guidelines needed
- ✓ Top to bottom and bottom to top approach needed for a unified system
- ✓ Fix the accountability of the SDMAs



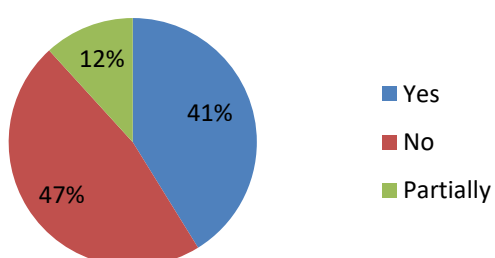
- Need to develop common agreed on monitoring tools and a common agreed on framework for DRR, response and program implementation
- GO – NGO coordination
- Capacity building of IAS officers and other functionaries
- More practical guidelines/ documents
- Community voices must be captured and considered through involvement/ participation of communities, CBOs and CSOs in planning and frameworks
- Need to be more proactive
- Keep check on SDMA and SDRFs
- Focus on use of technology – to strengthen EWS and prediction
- Area of intervention should be expanded
- Dissemination of various policies and sensitisation
- Need transparency in financing
- Empowerment of NDMA to convene meetings of ministries and departments
- No check on fund utilisation
- Great scope of improvement – initial promise and momentum lost
- Use of all media to reach out to all sections of society
- Interaction with SDMA / state governments
- Guidelines for animals in emergencies
- Need to develop implementation and monitoring tools

Few significant contributions made by the State Disaster Management Authority (SDMA) in your state

- ✓ Flood early warning system in Assam
- ✓ Public awareness and education
- ✓ Several innovative steps taken
- ✓ Strong emphasis on capacity building
- ✓ Multi hazard DDMPs in all districts
- ✓ Model DDMP developed
- ✓ Facilitated GO-NGO coordination
- ✓ Developed roadmap
- ✓ Capacity building at various levels
- ✓ OSDMA is widely acknowledged to be a vibrant authority
- ✓ Regularly forward information received from NDMA to help in implementation
- ✓ Some – like Bihar, Gujarat, Assam
- ✓ In some states eg. BSDMA – roadmap; OSDMA – Plan and early warning; ASDMA – vulnerability mapping and EWS
- ✓ Uploading the disaster management plan
- ✓ Distribution of cash relief to the flood affected in Bihar – done early
- ✓ Village level DMPs initiated
- ✓ State/ District Plans in place and revised each year
- ✓ School safety program in whole state
- ✓ Priority on awareness, education, planning, implementation
- ✓ Reconstruction after earthquake was on the “Build Back Better Concept”

## 2.2 Opinion about the performance of the State Disaster Management Authority (SDMA) at the state level

**PERFORMANCE OF THE STATE DISASTER MANAGEMENT AUTHORITY (SDMA) IN YOUR STATE SATISFACTORY**

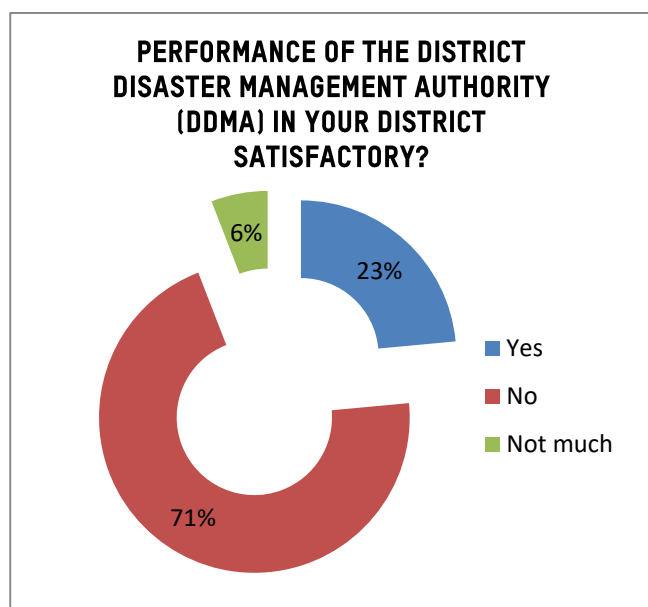


## Areas of Improvement

- ✓ SDMA are not active
- ✓ Strengthen and set up state of the art EOCs
- ✓ Annual updation of plans
- ✓ Tools for monitoring and implementation to be put in place
- ✓ Lead network of CSOs for recovery
- ✓ Mainstreaming not given enough attention

- ✓ Interaction with elected representatives, civil society, etc.
- ✓ Urban DMPs
- ✓ Creating and developing a data base
- ✓ Implementation lacking
- ✓ Lack of monitoring
- ✓ Lack of equipment – no SDRF
- ✓ Need regular performance appraisal
- ✓ Define urban slum risk mitigation
- ✓ Empower SDMA to convene and link line departments
- ✓ Fuller representation of members in SDMA
- ✓ Need to enhance focus of SDMA
- ✓ SOPs for nodal departments
- ✓ Empowering DDMA
- ✓ Most SDMA not functioning/ performing – are personality driven

### 2.3 Level of satisfaction related to the DDMA



Few significant contributions made by the District Disaster Management Authority (DDMA) in your district

Implementation of DDMPs with monitoring and tracking system

Regular updation of plans

Most flood prone districts in North Bihar have DDMPs and practice them

Training, simultaneous mock exercises

Planning being improved

DM Cell is being improved with better technology

Working a lot in DRR – making communities safer using non structural mitigation measures

DDMA Mandi created a network of volunteers – known as Social Emergency Response Volunteers (SERVs) – there are 10,800 in Mandi

Interest taken by DM of respect district

SOPs are district levels – communications at district level – delegation of power

Regular mock drills

Urban risk is a priority

Documentation of disasters

Effective relief and rehabilitation

### Areas of improvement

#### Need for resources:

- EOCs need to be made functional – formalised with equipment and manpower- 3
- Lack enough staff and regular training/ capacity building of PRIs, volunteers, ANMs, ASHAs, etc. – there is a preference by NGOs for private agencies for greater efficiency – so need to build capacity of local administration
- Empowerment
- Capacity building/ awareness creation
- Funds/ resources

- Dedicated staff
- Functioning – should have a separate nodal person – not just as additional charge
- DDMA's need to improve – there is institutionalisation of process but functioning is not adequate- need to improve capacity
- Resource allocation – both human and financial resources
- Proper designated staff – EOC, equipment, etc
- DM unable to pay much attention to functioning
- DDMA's are mostly dormant – no regular meetings, most districts don't have an active DDMA – it is only on paper – 4
- Updation needs to be done seriously
- Disaster management is seen as the function of the Disaster Management Department alone
- Insufficient knowledge about the Act
- Reaching out to Panchayats and Village Committees
- Lack of resource mapping
- Interdepartmental coordination
- Not a priority for many
- Understanding DRR – skills to respond to crises
- Separate district unit at district level
- Development of DDMPs
- Formalised action on Disaster preparedness
- All concerned departments should be better aligned / coordinated
- More authority for DDMA's
- DRR implementation for landslide and erosion
- Invite more participation in the planning proved
- Loss of livelihood due to loss of land other resources should be look at within a reasonable time period

## 2.4 Participation in any activities of the National Disaster Management Authority

- Conferences/ trainings/ capacity building:
  - ✓ Jointly organised a National Conference on Animal Disaster Management in April 2013
  - ✓ NDMA training on MISP
  - ✓ Conference on minimum standards
  - ✓ In capacity building of SDMA's and DDMA's
  - ✓ Capacity building
  - ✓ NDMA and FB collaboration in Delhi – 2018
- Drills/ exercises:
  - ✓ Member of drills, task forces,
  - ✓ Mock drill
- Development of policy guidelines - Meetings of core group on developing guidelines
- Formulation of SDMPs
- In setting up of SDMPs and DDMA's in the North East
- National platform, AMCDRR and DDMA's
- Model DDMP development
- Member of technical committees

## 2.5 Participation in any activities of the State Disaster Management Authority

- Conferences/ trainings/ capacity building
  - ✓ Regularly organising awareness programs for farmers along with BSDMA and Bihar Veterinary College
  - ✓ ASDMA training to PRIs, GEMEX etc
  - ✓ capacity building - 2
  - ✓ Presented on community- based EWS in Patna, in 2014
- Exercises/ drills
  - ✓ Mock exercises in North East states
  - ✓ Mock drills - 4
- Interacted with SDMA for feedback
- All activities in the state
- In making SDMP and departmental plans

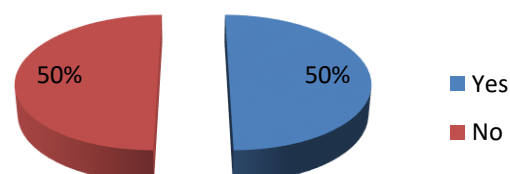
- Developing guidelines,
- GO – NGO coordination on flood preparedness in Patna – 2
- Formation of Earthquake Response Action Plan – 2012
- Meetings
- DM Planning
- Part of many committees to finalise Action Plan
- Sikkim revision of SDMA
- With BSDMA

## 2.6 Participation in the District Disaster Management Authority

- Mock drills
  - ✓ Mock drill for search and rescue in case of earthquake/ fire
  - ✓ Organised mock drill for protecting animals – 2015
- A few in Bihar, Rajasthan and Uttarakhand
- While initiating DDMPs in 4 districts in Bihar
- DM Planning in many districts
- Development of DDMP
- Coordinated response
- At various DDMA
- In several districts in Bihar during safety weeks – Road Safety, Fire Safety, Flood Safety, School Safety
- Interacted with rural DDMA

## 2.7 Awareness on the roles and responsibilities of the Members of the National Executive Committee (NEC)

### ARE YOU AWARE OF THE ROLES AND RESPONSIBILITIES OF THE MEMBERS OF THE NATIONAL EXECUTIVE COMMITTEE (NEC)?



### Few significant accomplishments of the National Executive Committee (NEC)

National policy on DM

National DMP

Implementing policies and guidelines at state and district levels

Works on implementation and advisories

Not very active because of lack of secretarial support but brought about some integration among different departments

Taken steps to develop guidelines for developing DMPs

### Areas related to NEC which need improvement

Don't know status but coordination required – lay down guidelines for ministers of various departments to prepare policies with disaster vulnerability in view

Monitoring on effective implementation of policies and guidelines

Coordination and monitoring implementation of national policy

Role of monitoring needs to be improved drastically

Should meet regularly – need transparency  
– minutes should be in the public domain

Never seen any NEC meetings in the state –  
no communication with civil society

More minorities and technological  
assistance required

Need secretariat – for secretarial support

Inclusion of animal husbandry, dairying and  
fisheries in the NEC

## 2.8 Few significant accomplishments of the State Executive Committee (SEC) in state

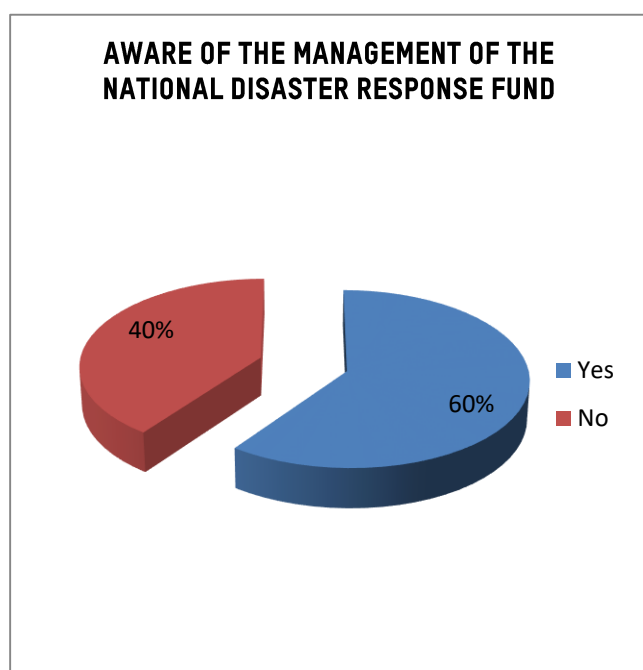
- SEC is effective as the Chief Secretary is taking personal interest and knows the subject
- SOPs drafted and used for various disasters
- Coordinated response
- Laid down guidelines for preparing DMPs
- Approval of state DMP

### Areas related to the SEC in your state which needs improvement

- Most members don't know that they are a part of it
- Interdepartmental coordination in planning and implementation for preparedness, risk reduction and mitigation
- Coordination with DDMA
- Risk reduction measures
- Monitor implementation of DMPs – prepared by state and district authorities
- Regular meetings with review relating to preparedness and response
- Inclusion of Animal Husbandry Department

### III Financing Disaster Management

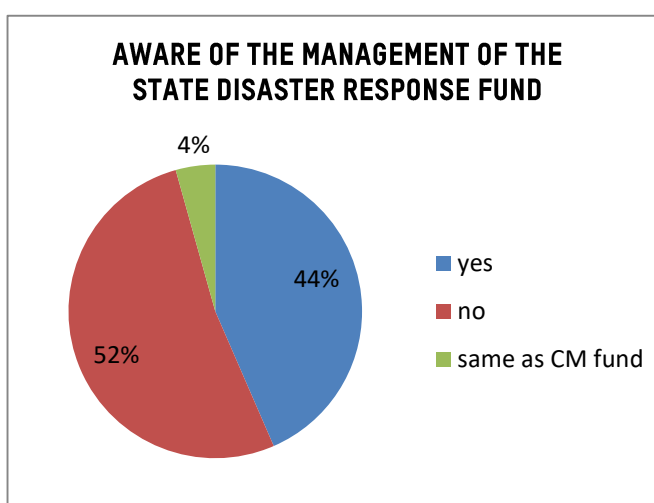
#### 3.1 Awareness of the management of the National Disaster Response Fund



Those who responded positively gave some examples of the allocation of the National Disaster Response Fund in the recent years. Most functions earlier performed through NCCF - rehabilitation - to supplement state efforts, Capacity building funds. Funds were allocated to Assam Floods - 2017. Also allocation to various states based on vulnerability were done. Those who mentioned negatively mentioned the problems that you have found in the management of the National Disaster Response Fund. It was too centralised and lacks dedicated allocation for animal protection needed, There is lack of information dissemination. The Norms are too conservative - fall short of people's expectations - progressive states got more fruit because they spent more. There is a Need of transparency - should be in the public domain. Funds allocated but not utilised adequately or appropriately

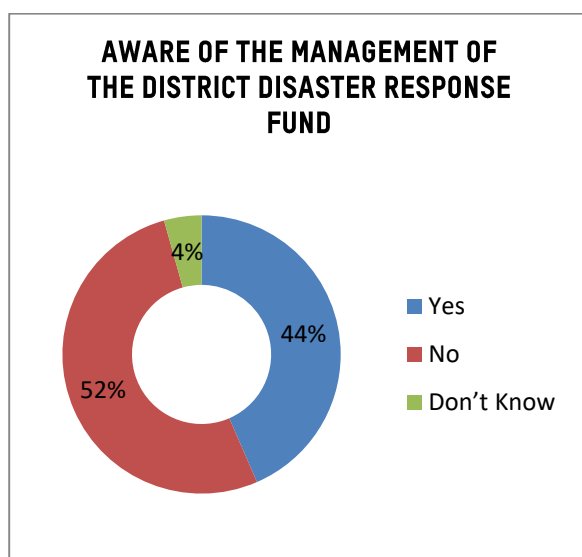
- Found out from media reports that funds not allocated and Supreme Court verdict about it
- Allocation has to be more scientific - based on damage and needs assessment
- Lapsing of funds due to lack of awareness among enforcement bodies or lack of direction

#### 3.2 Awareness of the management of the State Disaster Response Fund?



The participants gave examples where the fund has been utilised like it was highly streamlined in Bihar. However some mentioned that don't know how to avail funds but a lot is available for training and capacity building. In 2017, Assam government used the fund, Compensation to families where death of family members, Injuries, cattle loss, loss of homes. On enquiring about the problems in the management of the State Disaster Response Funds the participants mentioned that more expenditure on risk reduction, preparedness, mitigation should be recommended

### 3.3 Awareness about the Management of the district disaster response fund.

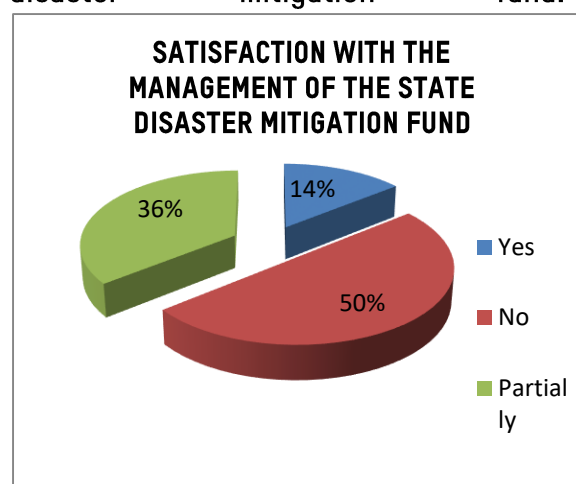


The participants gave examples of utilisation of District Disaster Response Fund like utilisation for SOPs for a large number of disasters followed. Some states made allocations for disaster preparedness activities. Some carried out rehabilitation after disaster (fire). Certain positive examples were like 3 crores spent on Kotrupi landslide in Himachal. On enquiring about the problems in the management of the District Disaster Response Fund it was mentioned that at district level, response fund is generally given for pre-determined activities – there is no flexibility for spending. There are no special provision for livestock welfare which needs to be addressed.

### 3.4 State Disaster Mitigation Fund constituted in your state? If yes, how much is the initial corpus of the State Disaster Mitigation Fund

Participants mentioned that in Bihar almost 10 crores have been allocated whereas there was no much information about other states.

### 3.5 Satisfaction related to the state disaster mitigation fund.



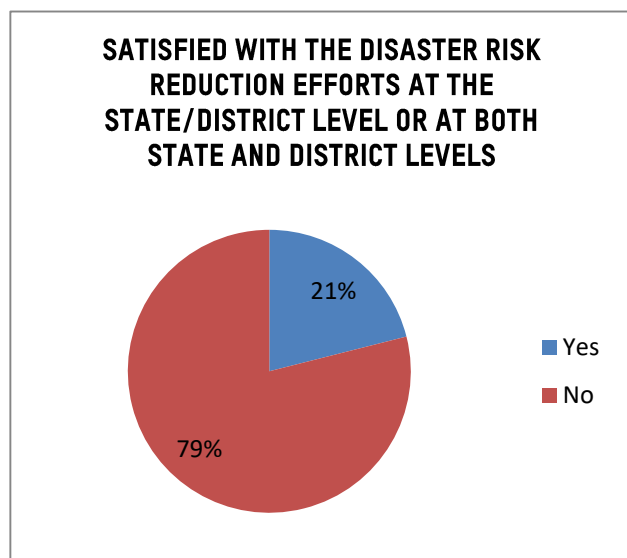
Participants gave some illustrations of how the State Disaster Mitigation Fund has been used by your state government like earthquake Safety Clinic and Resource Centre set up in NIT Patna – fully funded from this fund – free of charge to public. There is very good awareness of its existence in some states like Maharashtra and Kerala. The problems found in the management of the State Disaster Mitigation Fund are mainly for capacity building but prototype needs to be built so that community can see the mitigation measures. It has been found that mainstreaming activities / efforts on DRR/CCA are not adequately provisioned.

### 3.6 If the State Disaster Mitigation Fund is not established in your state, what modalities would you suggest for establishing it in your state?

There is a need to work out modalities – asking for suggestions. There should be SDMF – establishment of separate wing to manage it. Need stakeholder consultation through participatory approach. It is important to finalise objective and proper implementation plan with consultation of all line departments. Apart from that there should be a multi-year grant available to CSOs to work across the humanitarian-

development divide along with dedicated funds required for livestock.

### 3.7 Satisfaction related to the Disaster Risk Reduction efforts at the state/district level or at both state and district levels



Some of the participants shared the examples of how DRR is undertaken effectively in your State/district are like the state government initiative to promote judicious use of water for domestic purposes, regular updation of DMP. However there are no structural mitigation to create community awareness. A roster of trained people / staff on search and rescue is maintained. In Odisha – OSDMA has undertaken some initiatives like construction of cyclone shelters, pucca houses with NBC support, mock drills, EWS, etc whereas Bihar – DRR roadmap developed, resilient village development and capacity building on DRR

#### Specific instances of disaster risk reduction

- ✓ Crop insurance schemes , smart cities, coastal zone management – these are some schemes where DRR is integrated, more such schemes are needed

- ✓ Not mainstreamed holistically but and not implemented properly but cap on draining groundwater
- ✓ Standards for treatment of community effluents into water bodies
- ✓ Requirement of mandatory afforestation for permitted activities

However many also responded that there are issues related to fund availability and are not mainstreamed by all agencies

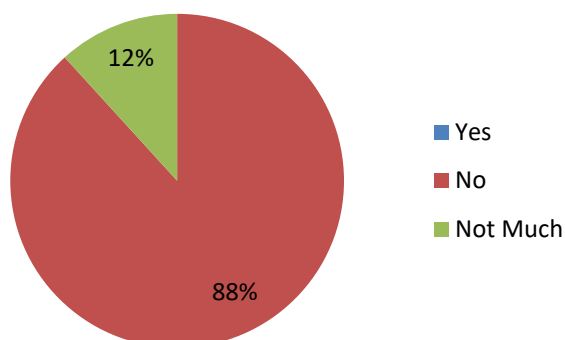
Those who were not satisfied suggested how it can be ensured at the national, state and district levels

- Link from existing government schemes and plans
- Developing and building SOPs between departments and ministries
- Identification and specification on basis of past experience needed
- Sendai Framework, Paris agreement on Climate Change and SDGs should be converged and implemented
- Focus on growth excessive – infrastructure creation should incorporate DRR interests
- Intensive training of all stake holders including government functionaries
- Possible only if community and committed CSOs are active
- Engage in high level advocacy campaigns and capacity building across the board, involving all departments and other stake holders
- Ensure planning process mainstreams DRR
- Through NEC, DRR roadmap for all departments/ ministries
- More sensitised awareness and allocation of resources



3.8 DRR priorities are mainstreamed into development plans for all agencies at the national, state and district level.

**DO YOU FEEL THAT AT THE NATIONAL, STATE AND DISTRICT LEVELS, THE DISASTER RISK REDUCTION PRIORITIES ARE MAINSTREAMED INTO DEVELOPMENT PLANS FOR ALL AGENCIES?**



- All officials of various departments involved in development plans at national, state and district levels need to be aware of risks identified and steps to be taken
- Village level plans – the national commission – Niti Ayog – should be sensitised
- All plans and projects should be reviewed through a DRR lens
- Reviewing authority must have DRR/CCA experts
- If plans fail by the reviewing committee, they shouldn't be approved
- Inter-departmental coordination and pre-budget coordination on DRR will improve the scope for mainstreaming
- Should be included in flagship programs
- State functionaries need more guidelines and training
- Create awareness and inform concerned authorities to integrate

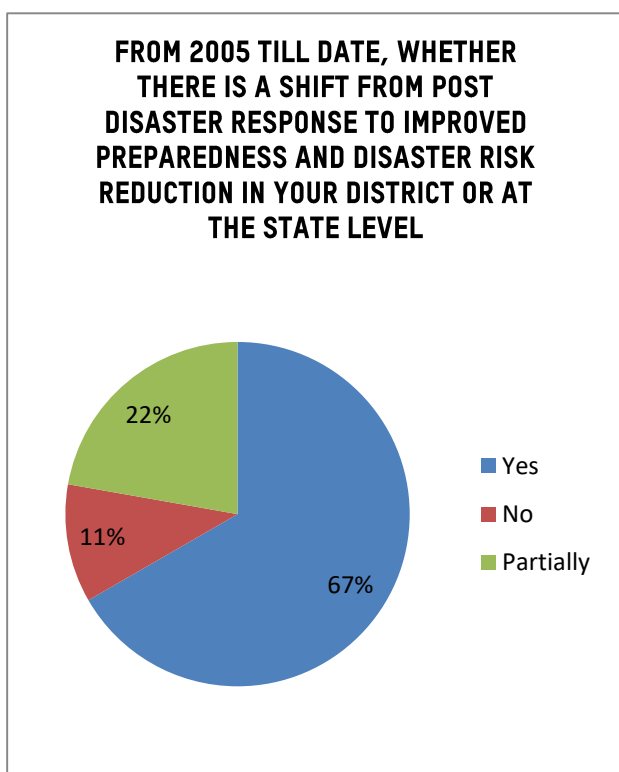
DRR in their departmental action plans

- State and District Planning boards and committees must be involved in developing the DM Plan
- Introducing DRD Plan in the GS Plan
- Loss of agricultural livelihood after floods is huge – compensation alone is not enough – should promote flood resilient food crops/ grains to ensure basic/ minimum food security
- DRR should be a mandatory agenda across all sectors at all levels
- Interdepartmental coordination should be strengthened from nodal agency
- Will depend on state leadership and will vary from state to state

Not aware – not inclusive and consultative

- Improvement of EWS – 2
- Scope for improvement
- Mostly still on response
- In some cases, like for cyclones and floods in some states
- Some good practices but still a long way to go
- Now trained teams reach disaster sites early – earlier there was nothing like that
- More coordinated response
- More action towards community-based DRR initiatives

### 3.9 Whether there is a shift from post disaster response to improved preparedness and disaster risk reduction in your district or at the state level

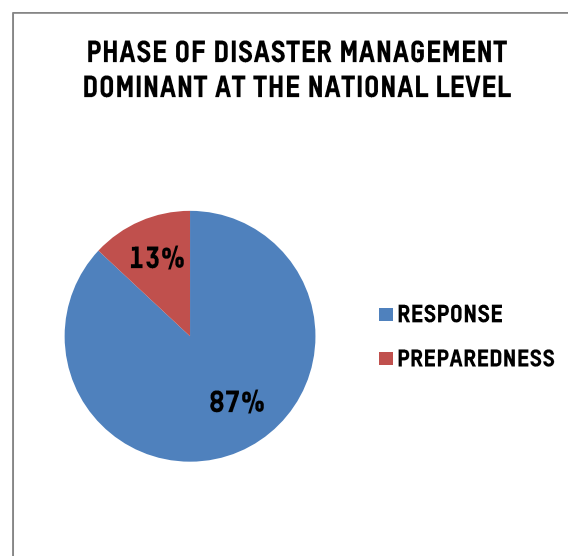


67% of the participants mentioned that there is shift and gave examples like more EWS are established – IMD is efficient, NIDM provides support, NDRF is formed. Culture of disaster preparedness is initiated. Some other examples are

- ✓ Training, capacity building efforts – and their reach has increased
- ✓ Investments made in technology and infrastructure
- ✓ There have been improvements – government investing in preparedness, focussing on hardware/ structural investments. Community-level resilience yet to figure
- ✓ EOC activated so some work done by them – government thinking in terms of DRR

- ✓ People have become more aware of local hazards because of training at grassroot levels
- ✓ Level of preparedness has improved in states
- ✓ Implementation of heat wave action plan in South Delhi district
- ✓ SDRF/ NDRF are strategically located
- ✓ Preparedness at departmental level
- ✓ More awareness/ education
- ✓ State level response forces established
- ✓ Reduced casualties
- ✓ More capacity building programs

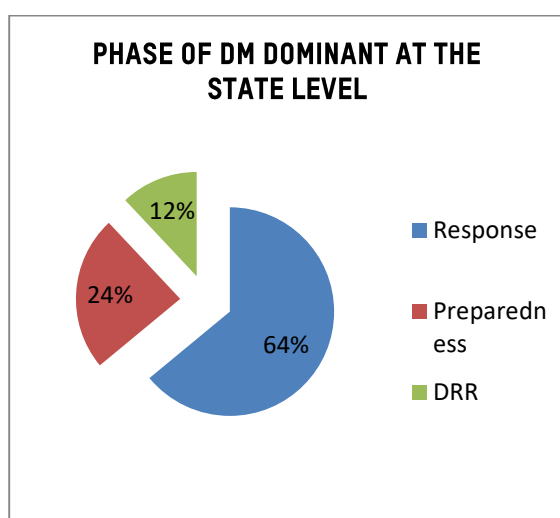
Discussion on which phase of Disaster Management (Disaster Preparedness, Disaster Risk Reduction or Disaster Response) is dominant in India now and the reasons



87% mentioned that response is most dominant because of media influence – Emotional out bursts on TV etc, because more resources available for response – funds, knowledge etc and there is greater understanding of constraints at institutional and community level for response. Only 13% mentioned that preparedness is dominant and there is a

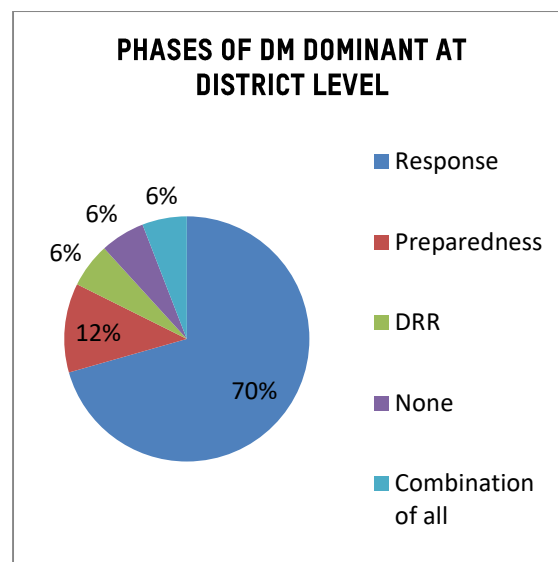
slow shift to preparedness especially with formation of NDRF etc

Discussion on phase of Disaster Management (Disaster Preparedness, Disaster Risk Reduction or Disaster Response) is dominant in your state now and reason.



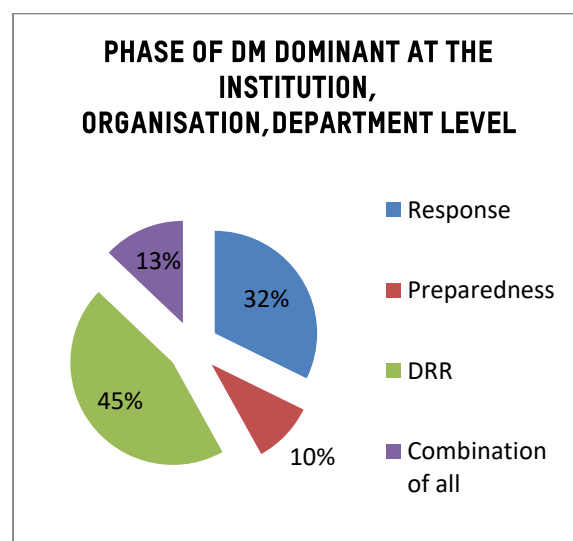
64 % mentioned that response phase is dominant because of its visible impact and the need is immediate, also funds available. Around 24% mentioned that preparedness is dominant because of the emphasis given by some government officers and INGOs. Only 12% mentioned that DRR is dominant as it focuses on sustainable reconstruction and recovery

Discussion on phase of Disaster Management (Disaster Preparedness, Disaster Risk Reduction or Disaster Response) is dominant in your district now and reason



70% mentioned that response is more dominant. Some examples where given like, there is a smooth transition from evacuation to relief, but remote areas like Don Valley of Champaran, Bihar were not reached even after water receded to pre flood levels

Discussion on phase of Disaster Management (Disaster Preparedness, Disaster Risk Reduction or Disaster Response) is dominant in your organisation / department / institution now and reason



45% mentioned that DRR is most dominant as there is work round the year so focus on DRR – invest a lot in capacity building and

innovation in DRR. There is convergence of DRR framework and preparedness and DRR – vast in nature, tiresome and tedious for planning and extensive in execution but will decide impact of disaster and thus reduce the burden on revenue – hence needs to be focused on. 32% mentioned that response is dominant as more funds available for this – donors focused on response. However 13% mentioned that all the three phases are dominant as it is the organisational goal – DRR, response and preparedness – settled on it in the organisational mandate. All get equal attention though it is very difficult to get resources for preparedness and DRR

documentation and innovation but implementation is still far away

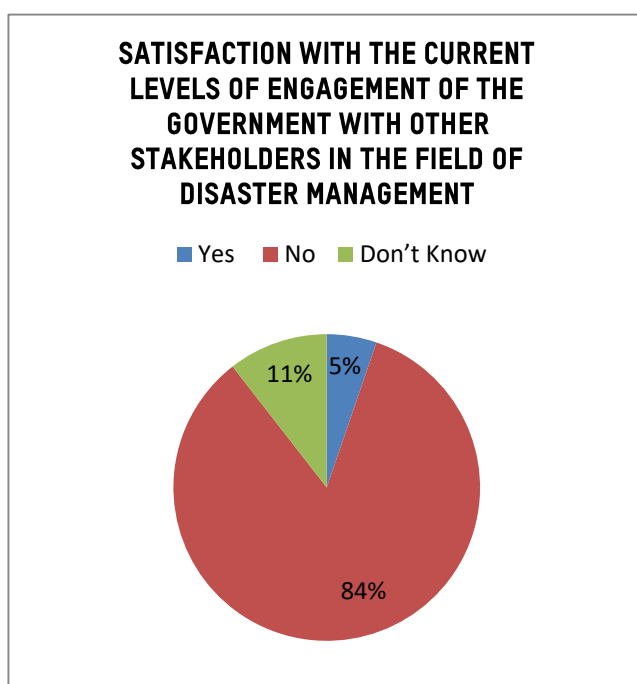
CSOs have no access to funds and there is no consultation with them whereas Stakeholders think they can get funds from this sector though they don't have much to do with disaster management.

It has been observed that at the district level, officers are hesitant to involve NGOs or any private organisations – it is similar at the state and national level

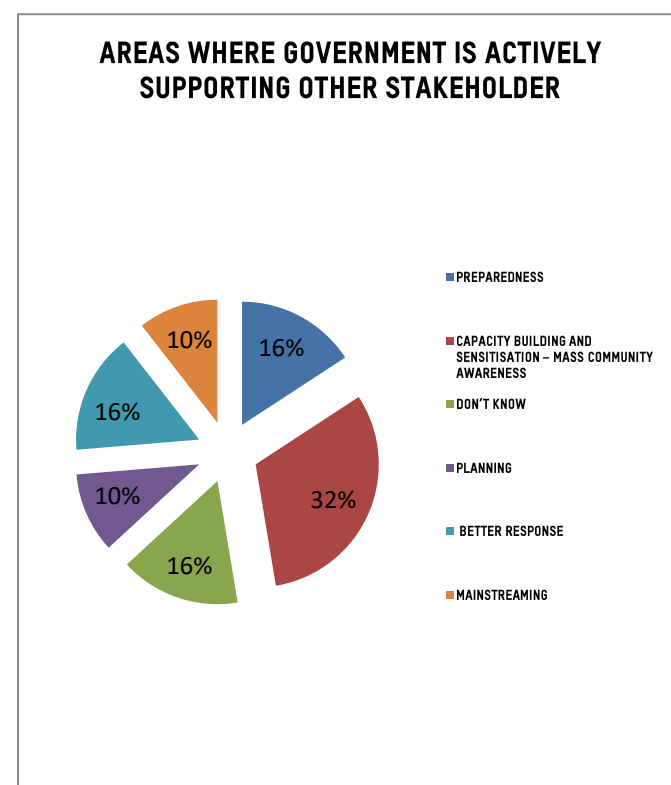
#### 4.2 Areas where government is actively supporting other stakeholder groups in the field of disaster management

### IV Stake holder Engagement

#### 4.1 Current Level of engagement of the Government with other stakeholders



The respondents mentioned that the Government is engaging stakeholders in only a limited way, Government is not involving civil society like they should. Role of CSOs and academic organisations in disaster management needs to be accepted, recognising their strength and resources in community engagement and at present there is very limited interaction. The Government involves civil society in



The participants mentioned that the government should be actively supporting in response, preparedness before floods. Focus on Cyclone investment and EWS. However at present collaboration with NGOs and stake holders limited to response period, no engagement during development phase. Coordination and knowledge sharing. The government should focus on Participatory DDMPs, investments in science and technology innovations. Also capacity building – for public awareness

and education and focus mainly on women and children and health

#### 4.3 Areas of opportunities for improving the engagement of the Government with other stakeholder groups in the field of disaster management

- The participants mentioned that part from the above mentioned opportunities exist for improving the engagement of the government with other stakeholders on risk reduction and resilience building, rehabilitation and recovery.

- There could be collaboration with academic institutions and SRT organisations to share good practices / innovations. Developing community processes focusing on NGOs, CSOs and religious organisations to develop Community-based disaster management. It ensures Last-mile connectivity reaching to excluded or marginalised groups.

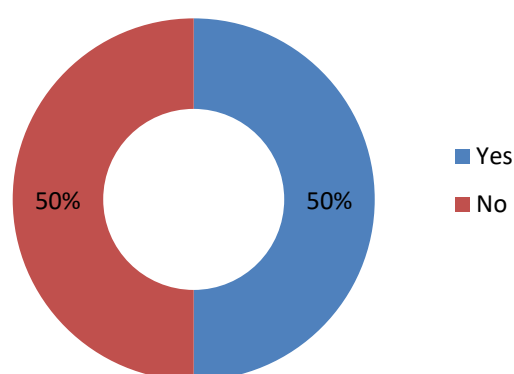
At present certain areas are left out – lightning, heat wave, health emergencies, pollution and therefore there is a need to constitution of groups at district and sub-district level with participation of civil society experts, community representatives and government officials in motivating community to become active stake holders in the disaster management effort. There should be regular mock drills and Should form collaborative group – enhance consultation with CSOs – especially homegrown CSOs. The

act should also focus on protecting animals from disasters, Bio security, zoonosis, disease control.

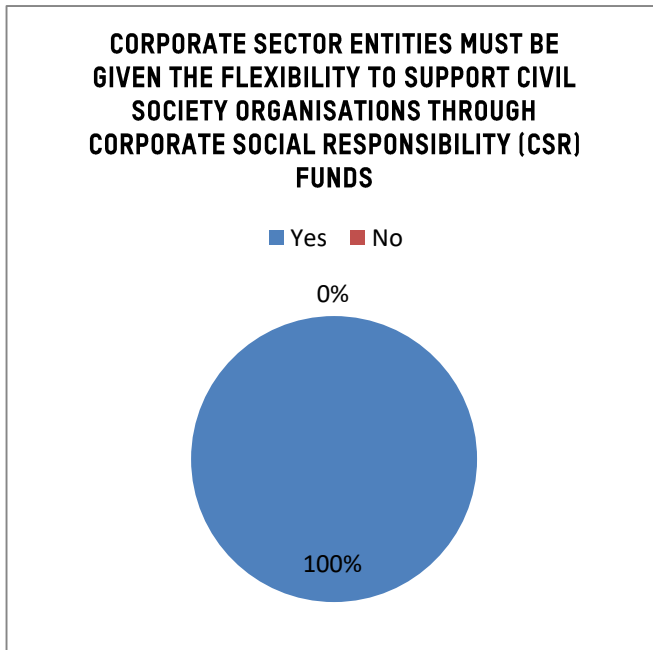
#### 4.4 Civil Society Organisations have an adequately level playing field in all phases of disaster management

The participants felt that the CSOs are playing an active role in all 4 areas – preparedness, mitigation, response, rehabilitation and recovery. Coordination in emergency response, innovative practices like CBDRR. The CSOs help in capacity building, eg Paani organisation in Maharashtra for drought mitigation, Tarun Bhagat Singh in Rajasthan. CSO's have been effective in creating better space and voice through better consultations with community groups. CSOs can significantly contribute at field level for response and community-based / technical support for resilience. CSOs can play an active role in scale up, accessing funds, coordination. Procedural constraints affecting operations due to complexities of protocol, multiplicity of state actors and undefined roles. Some NGOs doing excellent work in response and relief should be encouraged to work in preparedness and mitigation – NGOs are an important resource and should be adequately used. They can play a role in coordination of response and recovery. CSOs have their own perspective ideology – harmful for long term for execution of similar plans by different organisations – need more comprehensive pre-execution planning. CSO reach to grassroot level for bringing good changes and good practices. However there is a need to develop clean links and establish protocols. CSOs can come up with their execution plans but resource partnership with the government is required. There is a lot of opportunity for government-NGO cooperation

#### CIVIL SOCIETY ORGANISATIONS HAVE AN ADEQUATELY LEVEL PLAYING FIELD IN ALL PHASES OF DISASTER MANAGEMENT



#### 4.5 Opinion related to the Corporate Sector entities flexibility to support civil society organisations through Corporate Social Responsibility (CSR) funds for all phases of disaster management



100 % participants said that there is a need to give flexibility to support civil society organisations through CSR fund .The corporate sector has a role in building capacity building in mitigation, response and rehabilitation and recovery, preparedness and community level capacity development. The corporate can extend financial help for response during the

rehabilitation and reconstruction. There can be technological support better response, assessment, like use of data for better response, assessment and planning. The corporate can also support in Grassroot preparedness. However there is a need to develop certain protocols and also increase awareness. Corporate support is required in DRR and development planning activities. However there was one opinion that corporate sector contributes to waste etc, has demands on limited resources – depleting them and causing climate change to be equally responsible to allocate funds at all levels on the other hand they can play a major role in mainstreaming DRR and DDMP development. Participants mentioned that the opportunity must be persuaded / pressured to assist in building community awareness and preparedness. However , the government is also looking for opportunity with the corporate sector but the government should not encroach on the corporate sector – leave it to them. There were many opinions like CSR is only for limelight so ignores areas that aren't visible, corporate sector should play a bigger role on risk reduction and resilience building through a multi-year grant. Some were of the view that the CSR should also support institutional sustainability of CSOs.

## Chapter 7

### Dr. Bhaskar Barua's Observations on the Implementation of the Disaster Management Act 2005 in India

Dr. Bhaskar Barua, IAS (Retd), Former Secretary, Ministry of Agriculture, Government of India and currently Member, Assam State Disaster Management Authority (ASDMA) delivered the Key Note Address at the Workshop on the Implementation of the Disaster Management Act 2005 at Guwahati on 19<sup>th</sup> March 2018. He shared the following observations in his Key Note Address.

"India, due to its geographical spread from the snow clad Himalayas to the Indian Ocean, from the semi-tropical rain forests of the east and the northeast to the Rajasthan deserts and salt marshes of Kutch, is prone to multiple hazards and is one of the most hazard prone countries in the world. The country has suffered droughts, floods, earthquakes, avalanches and landslides and forest fires. Many of these natural hazards have caused disasters, leading to loss of life and property. Some of these disasters have been exacerbated in the recent past due to human activity. With 1.3 billion people, the density of population in peninsular India magnified the impact of disasters and loss of life and property was greater. The economic losses and loss of livelihood in a traditionally agrarian setting caused immense suffering and set back to people in many parts of the country.

The Disaster Management Act, 2005, is the first legislation in India enacted specifically to deal with disasters. Historically it has been seen that in certain parts of the land mass of what today forms India, some cases kings and authorities were alive to the problems of disasters and took measures to ameliorate the impact of disasters, such as digging large public tanks. During the late 19<sup>th</sup> century the British rulers took up certain systematic measures to deal with disasters, more specifically droughts. In many parts of the country, droughts were the main hazard

that needed to be dealt with as they had then largest impact on agriculture. It has been said that the foreign rulers undertook those steps more in an attempt to secure their revenues than out of concern for the masses. However, some of these measures such as laying out extensive irrigation systems in many areas had lasting beneficial outcomes. Famine Acts were enacted to help the people affected by disasters, as famines, the result of many natural hazards, occurred fairly regularly. However, the last major such occurrence, the infamous Bengal Famine of 1943 was as much the result of natural phenomenon adversely impacting agriculture as a total policy and administrative failure, it has been argued. The death toll, of 2-3 million, was the largest in India in many years.

It has been contended that while disaster management has been catered for by the 2005 Act, disaster risk reduction has not been adequately provided for by legislative measures. Disaster risks particularly those resulting from and associated with environmental degradation are assuming greater importance in present times. As environmental damage which appears to be on an inexorably downward course, has multiplied existing disaster risks and is creating new ones.

A look at the provisions relating to the environment and disaster risk in the Disaster Management Act, 2005 is instructive. The legislation begins with the statement "an Act to provide for the effective management of disasters and for matters connected therewith or incidental thereto". Further, in definitions, it is stated "disaster means a catastrophe, mishap, calamity or grave occurrence in any area, arising from natural or man made causes, or by accident or negligence which results in substantial loss of life or human suffering or damage to, and destruction of, property, or damage to, or degradation of,



environment, and is of such a nature or magnitude as to be beyond the coping capacity of the community of the affected area”;

The Section 2 of the Disaster Management Act 2005 further states, “disaster management” means a continuous and integrated process of planning, organising, coordinating and implementing measures which are necessary or expedient for—

- (i) prevention of danger or threat of any disaster;
- (ii) mitigation or reduction of risk of any disaster or its severity or consequences;
- (iii) capacity-building;
- (iv) preparedness to deal with any disaster;
- (v) prompt response to any threatening disaster situation or disaster;
- (vi) assessing the severity or magnitude of effects of any disaster;
- (vii) evacuation, rescue and relief;
- (viii) rehabilitation and reconstruction; (Section 2, D. M. Act, 2005)

For the purpose of dealing effectively with disasters, a National Plan is to be prepared. The following are provided in this regard.

- (1) There shall be drawn up a plan for disaster management for the whole of the country to be called the National Plan.
- (2) The National Plan shall be prepared by the National Executive Committee having regard to the National Policy and in consultation with the State Governments and expert bodies or organisations in the field of disaster management to be approved by the National Authority.
- (3) The National Plan shall include—
  - (a) measures to be taken for the prevention of disasters, or the mitigation of their effects;

(b) measures to be taken for the integration of mitigation measures in the development plans;

(c) measures to be taken for preparedness and capacity building to effectively respond to any threatening disaster situations or disaster;

(d) roles and responsibilities of different Ministries or Departments of the Government of India in respect of measures specified in clauses (a), (b) and (c).

(4) The National Plan shall be reviewed and updated annually.

(5) Appropriate provisions shall be made by the Central Government for financing the measures to be carried out under the National Plan.

(6) Copies of the National Plan referred to in sub-sections (2) and (4) shall be made available to the Ministries or Departments of the Government of India and such Ministries or Departments shall draw up their own plans in accordance with the National Plan.

Thus we see that the plan disaster management includes measures for prevention of disasters and mitigation of their effects. Importantly, integration of mitigation measures in the development plans of different sectors is sought. In fact, one of the functions of the State Disaster Management Authorities is to lay down guidelines to be followed by the departments of the governments of the states for this purpose in the development plans. Further, the SDMAs are to recommend provision of funds for disaster mitigation and prevention measures. The SDMAs are also to review the development plans of the departments to ensure that disaster prevention and mitigation measures are integrated in the plans. The State Executive Committees are to examine the vulnerability of different parts of the state and specify measures for disaster prevention and mitigation (in such areas). The State Disaster Management Plan shall include

- (i) the vulnerability of different areas,
- (ii) measures for disaster prevention and mitigation and
- (iii) the manner in which these measures shall be integrated in development plans.

It is argued that while the provisions of the Disaster Management Act, 2005 have proved to be appropriate and to a large measure effective for management of disasters, it does not embrace the aspect of disaster risk reduction adequately. That is understandable, as disaster risk reduction is not central to the intent of the law. A comparison with the Philippines law will be instructive. While in the Indian law disaster risk is sought to be taken care of by provisions relating to prevention and mitigation, in Philippines, disaster risk is directly dealt with and the in the legislation centrality is given to risk. The very name of the legislation, the Philippines Disaster Risk Reduction and Management Act, 2010, (IFRC.Org, 2016), indicates that it is primarily about disaster risk. Section 2 of the Act begins by a declaration that "it shall be the policy of the State to uphold the people's constitutional rights to life and property by addressing the root causes of vulnerabilities to disasters, strengthening the country's institutional capacity for disaster risk reduction and management and building the resilience of local communities to disasters including climate change impacts." It is significant that subsequent provisions mention adherence to and adoption of universal norms of humanitarian assistance and of the global effort on risk reduction. It goes on to talk about incorporation of "internationally accepted principles of disaster risk reduction". It is of significance that the Act provides for adoption of "disaster risk reduction and management approach that is holistic, comprehensive, integrated and proactive in lessening the socio economic and environmental impacts of disasters including climate change".

The above is illustrative of the difference in approach between the two pieces of

legislation. However, there have been many programmes and activities taken up in India with focus on disaster risk reduction and management. One of them was a UNDP sponsored Disaster Risk Management Programme which was operative in the first decade of the 2000's with focus on the following themes:

1. Awareness generation and education
2. Training and capacity development for mitigation and better preparedness in-terms of disaster risk management and
3. Recovery at community, district and state levels
4. Strengthening of state and district disaster management information centers for accurate and timely dissemination of warning.
5. Specialized support to Ministry of Home Affairs (MHA) to enable them to set up the institutional and administrative system for disaster risk management.

Among the outcomes expected were

- (1) National and state level vulnerability reduction strategies
- (2) development of risk and vulnerability reduction indices
- (3) multi-hazard preparedness and mitigation plans in 45 districts in ten most-disaster prone states of India.

The Project required creativity, flexibility and multiple partnerships in its implementation

It became apparent that there was also necessity of

- Human Resource Development for DRR
- Building Linkages with Development Programmes
- Developing broader partnerships

-Building Resilience of Communities and Households

-Promoting Equity, Social Inclusion and Women's Empowerment

-Developing and enabling environment and mechanisms for compliance

-Supporting learning and knowledge sharing

A National Platform for Disaster Risk Reduction has been established in India, with broad representation and the composition of this body is intended to draw expertise and the views from a wide section of the legislature, states, civil society and so on. (NIDM, 2013). Although it is called the National Platform for Disaster Risk Reduction, the functions of this body as notified, except one, refer to disaster management. [The NPDRR has met only once after its establishment.] This is another indication of disaster risk reduction being crowded out by or subsumed in disaster management. Another forum for pooling and sharing of knowledge is the UN Solution Exchange which has enabled sharing of knowledge, practical experiences and good work done in the arena of disaster risk reduction. (UN Solution Exchange, 2016).

India has been able to achieve notable success in disaster risk reduction in terms of human lives saved (and to an extent livestock also), due to developments in technology and pro-active measures taken up prior to disasters. Evacuation of about a million before Cyclone Phailin from the coastal areas in Odisha and Andhra Pradesh in 2013 was a remarkable achievement and the number of deaths directly attributable to the cyclone was only 45. One year later, in October 2014, Cyclone Hudhud struck Andaman and Nicobar islands, and the Odisha and AP coasts. About a million people were evacuated and given shelter, keeping the death toll very low. This is in sharp contrast to the case of the Super Cyclone in 1999 that struck Odisha and AP,

and the deaths were estimated to be over 10,000.

While these achievements, programmes and creation of the NPDRR can be viewed as bringing focus on disaster risk reduction, it is felt that there is need for a discrete law which enables central focus on disaster risk and reduction thereof.

In contrast, international focus, beginning with the designation of the 1990's as the International Decade for Natural Disaster Risk Reduction by the United Nations General Assembly which was a landmark in the history of disaster risk reduction has been on DRR. Following this, three World Conferences focusing on disaster and climate risk management in the context of sustainable development were convened, indicating the priority attached to this matter. All three conferences were held in Japan, the first in Yokohama in 1994, the second in Kobe in 2005 and the third and recent one in Sendai in 2015. All participating countries made commitments to take action as per the agreement during the third World Conference at Sendai. In order to have a comprehensive picture, the framework that evolved during the Conference is stated in full below:

The Sendai Framework (UNISDR, 2015) is a 15-year non-binding agreement which recognizes that the State has the primary role to reduce disaster risk but that responsibility should be shared with other stakeholders including local government and the private sector. It aims for the following outcome, to quote:

"The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries." (UNISDR, 2015)

The Sendai Framework emerged from three years' of consultations and negotiations, supported and coordinated by UNISDR, during which UN member states, NGOs and other stakeholders made calls for an

improved version of the existing Hyogo Framework, with a set of common standards, a comprehensive framework with achievable targets, and a legally-based instrument for disaster risk reduction. Member states also emphasised the need to tackle disaster risk reduction and climate change adaptation when setting the Sustainable Development Goals, particularly in light of an insufficient focus on risk reduction and resilience in the original Millennium Development Goals.(UNDP, 2000)

The Sendai Framework sets four specific priorities for action:

1. Understanding disaster risk;
2. Strengthening disaster risk governance to manage disaster risk;
3. Investing in disaster risk reduction for resilience;
4. Enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction.

To support the assessment of global progress in achieving the outcome and goal of the Sendai Framework, seven global targets have been agreed:

The Framework for DRR has set seven significant targets during 2015-30. These are -

1. Substantial reduction of global mortality during disaster by 2030, aiming to lower average per 100,000 global mortality rate during the period 2020-30 compared to 2005-15.
2. Substantial reduction in the number of affected people globally by 2030 aiming to lower the average global figure per 100,000 between 2020 - 30 compared to 2005-15.

3. Reduction in direct disaster economic loss in relation to global Gross Domestic Product (GDP) by 2030.
4. Substantial reduction in disaster damage to critical infrastructure and disruption of basic services through developing their resilience by 2030.
5. Substantial enhancement of the number of countries with national and local disaster risk reduction strategies by 2020.
6. Substantial enhancement of international cooperation to developing to developing countries through adequate and sustainable support to complement their national actions for implementation of this framework by 2030.
7. Substantial increase in the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to the people by 2030.

The required focus on disaster risk reduction, particularly those caused by and associated with degradation and damage of the natural environment, it is felt can be achieved with a discrete law which enables central focus on disaster risk and reduction thereof. While some of the steps required for effective DRR are field oriented, a lot of work involves deep and long term study and research, something which can be done under the existing law only by stretching the provisions of the same. A distinct law, with focus on DRR as in the law in The Philippines would serve the cause of reducing the risks associated with disasters, save lives and more importantly, contribute to saving livelihoods. The importance of the latter cannot be underestimated, as lives saved with livelihoods destroyed can only lead to accentuation of poverty, leading to morbidity and perhaps mortality in cases. "

## Chapter 8

### Recommendations

The resource persons and the delegates who participated in the deliberations in the State level workshops and the national workshop made several valuable recommendations to make the implementation of the Disaster Management Act 2005 more effective, efficient and sustainable. Some of the most important recommendations made by the participants at the State Workshops and the national Workshop and the feedback provided through responses to the questionnaires are the following:

#### **Implementation of the Disaster Management Act at the National Level:**

- A National Campaign on Disaster and Climate Resilience Building must be launched as a multi-stakeholder initiative to mainstream disaster risk reduction, climate change adaptation and institutionalise mainstreaming of disaster management in development planning.
- The attempts to make any amendments to the Disaster Management Act 2005 must be made through a transparent and inclusive process by seeking the active involvement of the stakeholder groups, especially the Civil Society Organisations which have been working in strengthening disaster preparedness, disaster risk reduction, emergency response, rehabilitation and recovery over the years.
- The Guidelines on the Role of NGOs in Disaster Management prepared by NDMA and released in 2010 by Smt. Syeda Hameed, then Member of the Planning Commission must be formally endorsed by NDMA and widely disseminated to the State Disaster Management Authorities and District Disaster Management Authorities.
- The performance of the institutional mechanisms for disaster management at the national, state, district and local levels must be monitored by specially designated Ombudsmen from the humanitarian assistance sector.
- Community Platforms for Disaster Risk Reduction (CPDRRs) must be established at the national, state, district, block and village levels through multi-stakeholder engagement.
- The concurrent reporting of the progress of implementation of the Sendai Framework for Disaster Risk Reduction (SFDRR), Paris Agreement on Climate Change and the Sustainable Development Goals (SDGs) must be made through an inclusive, participatory and consultative process by involving representatives of various stakeholder groups.
- Frequent meetings of the institutional mechanisms like NDMA, SDMA, DDMA, NEC and SECs must be conducted. The agenda of these meetings and the minutes of these meetings must be shared with the representatives of the stakeholder groups by displaying them on the web sites of these institutional mechanisms.
- The National Platform for Disaster Risk Reduction (NPDRR) must be made more broad based by involving the representatives of stakeholder groups active in the humanitarian assistance sector and the NPDRR meetings must be held more regularly, at least once in six months.
- A platform of all State Disaster Management Authorities (SDMAs) must be established by the National Disaster Management Authority (NDMA), Government of India and meetings of this platform of SDMAs

must be organised at least once in six months to be attended by the Vice Chairmen and Members of the SDMAs. Representatives of the stakeholder groups in humanitarian assistance in India, especially civil society organisations, must be invited to attend the platform meetings as special invitees/Observers.

- Representatives of leading humanitarian assistance organisations must be invited to join the Government of India delegation to attend regional conferences like the meetings of the Asian Ministerial Conference on Disaster Risk Reduction, (AMCDRR) and the Global Platform or World Conferences on Disaster Risk Reduction as being done by several other national governments.
- The National Disaster Management Authority (NDMA), Government of India must make efforts to establish the Disaster Mitigation Funds at National, State and District levels.
- The financing of Disaster Risk Reduction/Mitigation and the mainstreaming of disaster risk reduction in development planning must be made a priority concern of disaster management authorities at the national, state, district and local levels.
- The National Disaster Management Authority (NDMA), Government of India must make efforts to monitor the utilisation of the National Disaster Response Fund and the State Disaster Response Funds. The feasibility of establishing the District Disaster Response Fund may be explored by the National Disaster Management Authority (NDMA) with the State Disaster Management Authorities (SDMAs) through a consultative process.
- The Supreme Court judgements on the inadequate attention to drought management in India, on the need to prepare and release a National

Disaster Management Plan and the criticisms of the Comptroller and Auditor General of India have highlighted the critical imperative to make disaster management a priority concern of governance in India.

- The National Disaster Management Plan has to be made more actionable by emphasising the actions to be taken by stakeholder groups for disaster preparedness, disaster risk reduction, mitigation, emergency response, rehabilitation, recovery and mainstreaming disaster management in development planning.

#### **Implementation of the Disaster Management Act at the State Levels:**

- The differentials in the performance of the State Disaster Management Authorities (SDMAs) and the virtual non-existence of the District Disaster Management Authorities (DDMAs) have to be addressed on priority.
- Representatives of stakeholder groups like the donor agencies, corporate sector entities, civil society organisations, etc. must be nominated as members or observers in the meetings of the institutional mechanisms at the national, state and district levels.
- Humanitarian networks like Sphere India and the Inter Agency Groups (IAGs) constituted by civil society organisations at the state and district levels must be recognised by the institutional mechanisms like NDMA, respective SDMAs and DDMAs as single window facilitation platforms for engaging with the government institutions before, during and after disasters.
- Any amendments to the Disaster Management Act 2005 must be proposed by the Ministry of Home Affairs, Government of India and the National Disaster Management Authority (NDMA), Government of

India and shared with the stakeholder groups in consultative workshops at the various levels to forge partnerships for effective implementation of the Disaster Management Act 2005.

- Many participants in the state workshops and in the National Workshop expressed their unhappiness on the failure of the coordination between agencies mandated to issue alerts and early warnings and the respective Disaster Management Authorities at the national, state and district levels during the Ockhi cyclone in Kerala and Tamil Nadu which resulted in the enormous loss of lives and assets like boats and fishing nets of fishermen. They felt that Standard Operating Procedures for more robust and effective inter-agency coordination must be developed and widely disseminated.
- With the increasing frequency of natural disasters, man-made disasters, climate change induced disasters and extreme events, some participants argued for a review of the definition of disaster management. During the 2015 to 2030 period when the Sendai Framework for Disaster Risk Reduction (SFDRR) is being implemented, the participants felt that Disaster Risk Reduction (DRR) must be explicitly stated as a mandate of the Disaster Management Authorities at the national, state, district and local levels.
- As developed by the Government of Bihar, all other state governments must be advised to prepare Roadmaps for the effective implementation of the Sendai Framework for Disaster Risk Reduction.
- Even though the decision has been taken that 10% of all development planning funds must be used for disaster risk reduction and

mitigation, this is not being followed by several Ministries and Departments of the Government of India and state governments. The implementation of this directive must be monitored very closely by the Disaster Management Authorities at the national, state, district and local levels.

- It was found that the representatives of several stakeholders, including government officials and humanitarian assistance practitioners working in civil society organisations, were not familiar with the Disaster Management Act at all. There is a need to create greater awareness on the provisions of the Disaster Management Act 2005 and on the mandate of the institutional mechanisms at the national, state and district levels so that they are made more accountable and responsive to the needs of the disaster-prone and disaster-affected communities.
- It was also felt by several participants at the Workshops that these consultations and studies on the effectiveness of the Disaster Management Act 2005 must be continued at regular intervals so that the Act becomes a vibrant and dynamic document.
- It was observed by many participants that the review of the Implementation of the Disaster Management Act 2005 must be carried out once in five years and wherever the implementation of the Act is found to be weak, necessary corrective steps must be taken.
- The State Disaster Management Plan must be made more actionable by emphasising the actions to be taken by stakeholder groups for disaster preparedness, disaster risk reduction, mitigation, emergency response, rehabilitation, recovery and mainstreaming disaster

management in development planning.

**The Implementation of the Disaster Management Act at the District Levels:**

- The District Disaster Management Authorities (DDMAs) must be made fully operational as a large number of them continue to be only responding to disasters in an ad hoc manner.
- The District Disaster Management Plans must be made more actionable by emphasising the actions to be taken by stakeholder

groups for disaster preparedness, disaster risk reduction, mitigation, emergency response, rehabilitation, recovery and mainstreaming disaster management in development planning.

- The State Disaster Management Authorities (SDMAs) must encourage the civil society organisations to develop Block Disaster Management Plans, Gram Panchayat Disaster Management Plans, Village Disaster Management Plans in the respective geographical areas where they are working in a co-ordinated manner.



Annexure 1: Participants at the State Level Workshop on the Implementation of the Disaster Management

Act 2005 at Patna

**State Level workshop at Bihar**

S.No.	Name	Organization	Address	Contact No.
1	Mukul Kumar	Save the children	Patna	7781005388
2	Shaji John	CRS	Patna	7544010881
3	Vijay Kumar Babloo	Nav Jagriti	Patna	9546545206
4	Trishala Singh	BIAG	Patna	8825222828
5	Abhishek Kumar	Caritas India	Patna	9576459796
6	Banku Bihari Sarkar	Unicef	Patna	9771439878
7	Ramesh Kumar	GPSVS	Madhubani	9431025373
8	Vinod Bhanti	Red Cross	Patna	9835024613
9	Manasi Samaddar	Adithi	Sitamarhi	9934029353
10	Pravind Kumar Praveen		Delhi	9771473681
11	Babul Prasad	IDF	Muzaffarpur	9431021505
12	Anand Bijeta	IWMI	Patna	9334409588
13	Lokesh Ranjan	Caritas India	Patna	9835886680
14	Prem Kumar Anand	Oxfam India	Patna	7033595610
15	Palak	Yugantar	Patna	7762073894
16	Chandan	Oxfam India	Patna	9102406111
17	Sudh Gupta	Rotary Patna	Patna	9334117951
18	Jitendra Kumar	Nav Jagriti	Patna	7781003833
19	Sunita Munda	Oxfam India	Patna	7091194021
20	Abhay Kumar	Praxis	Patna	8969408424
21	Ravi Kumar Sinha	Aarav	Patna	8709889185
22	Prabhat Kumar	SSEVK	East Chamaparn	9304470487
23	Amar	SSEVK	East Chamaparn	7250168082
24	Raja Bhadur Singh	Nav Jagriti	Patna	8409804943
25	Pratiush Prakash	Oxfam India	Patna	7091499388
26	Raju Sharma	BVHA	Patna	9334549081
27	Sujan Chandra Das	Oxfam India	Kolkata	9831965246
28	Vinod Chandra Menon			9810111328
29	Satish Kumar Singh	Caritas Swiss	Patna	9430944160
30	Allwyn	World Vision	Patna	9894119435

Participants in the National Workshop on the Implementation of the Disaster Management Act 2005 at New Delhi on 21<sup>st</sup> April 2018