INSTITUTIONAL SETUP FOR DISASTER RESPONSE IN INDIA

3.1 INTRODUCTION

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

3.2 INSTITUTIONAL SETUP FOR DISASTER RESPONSE
"More effective prevention strategies would save not only tens of billions of dollars, but save tens of thousands of lives. Funds currently spent on intervention and relief could be devoted to enhancing equitable and sustainable development instead, which would further reduce the risk for war and disaster. Building a culture of prevention is not easy. While the costs of prevention have to be paid in the present, its benefits lie in a distant future.

Moreover, the benefits are not tangible; they are the disasters that did NOT happen."

- Kofi Annan

3.3 EXISTING INSTITUTIONAL ARRANGEMENTS

3.3.1 CENTRAL GOVERNMENT

In accordance with the provisions of the disaster management Act 2005, the Central Government has the responsibility of taking measures as it deems necessary or expedient, for the purpose of disaster management and will coordinate actions of all agencies. The Central Ministries and Departments will take into consideration the recommendations of the State Governments while deciding upon the various pre-disaster requirements and for deciding upon the measures for the prevention and mitigation of disasters. It will ensure that the Central Ministries and departments integrate measures for the prevention and mitigation of disasters into their developmental plans and projects, make appropriate allocation of funds for pre-disaster requirements and take necessary measures for preparedness and to effectively respond to any disaster situation or disaster. It will have the power to issue directions to NEC, State Governments/SDMA, SECs or any of their officers or employees, to facilitate or assist in disaster management, and these bodies and officials will be bound to comply with such directions.

The Central Government will extend cooperation and assistance to the State governments as required by them or otherwise deemed appropriate by it. It will take measures for the
deployment of the Armed Forces for disaster management if required. The role of the Armed Forces will be governed by the instructions laid out in Instructions on Aid to Civil Authorities 1970. The Central Government will also facilitate coordination with the UN Agencies, other international organisations and Governments of foreign countries in the field of disaster management. Ministry of External Affairs, in co-ordination with MHA, will facilitate external co-ordination and cooperation.

Cabinet Committee on Management of Natural Calamities (CCMNC) and the Cabinet Committee on Security (CCS) was constituted to oversee all aspects relating to the management of natural calamities including assessment of the situation and identification of measures and programmes considered necessary to reduce its impact, monitor and suggest long term measures for prevention of such calamities, formulate and recommend programmes for public awareness for building up society’s resilience to them. The Cabinet Committee on Security (CCS) deals with issues related to the defense of the country, law & order and internal security, policy matters concerning foreign affairs that have internal or external security implications, and economic and political issues impinging on national security.

3.3:2 HIGH LEVEL COMMITTEE (HLC)

In the case of calamities of severe nature, Inter-Ministerial Central Teams are deputed to the affected States for assessment of damage caused by the calamity and the amount of relief assistance required. The Inter Ministerial Group (IMG), headed by the Union Home Secretary, scrutinises the assessment made by the Central teams and recommends the quantum of assistance to be provided to the States from the National Calamity Contingency Fund (NCCF). NDRF?SDRF However, assessment of damages by IMG in respect of drought, hail-storms, and pest attacks continue to be carried out by the Secretary, Ministry of Agriculture and Cooperation. The recommendations of the IMG are considered and approved by the High Level Committee chaired by the Union Agriculture Minister. The HLC comprises the Finance Minister, Home Minister, Agriculture Minister and Deputy Chairman of the Planning Commission as members. The constitution and composition of HLC may vary from time to time. The Vice Chairperson, NDMA will be a special invitee to the HLC.

3.3:3 ROLE OF CENTRAL MINISTRIES AND DEPARTMENTS

As disaster management is a multi-disciplinary process, all Central Ministries and departments have a key role in the field of disaster management. However, Ministry of Home affairs is the nodal ministry for most natural disasters and emergencies related to internal
security. The Secretaries of the Nodal Ministries and Departments of GOI i.e. the Ministry of Home Affairs (MHA), Agriculture, Civil Aviation, Environment and Forests, Health, Atomic Energy, Space, Earth Sciences, Water Resources, Mines, Railways etc. are all members of the NEC and function as nodal agencies for specific disasters based on their core competencies or as assigned to them.

**Nodal Ministries/department for disaster management at the national level**

<table>
<thead>
<tr>
<th>DISASTERS</th>
<th>NODAL MINISTRIES/ DEPARTMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Natural Disasters (Except Drought and epidemic)</td>
<td>Ministry of Home Affairs (MHA)</td>
</tr>
<tr>
<td>Drought</td>
<td>Ministry of Agriculture and Cooperation</td>
</tr>
<tr>
<td>Epidemics/Biological Disaster</td>
<td>Ministry of Health &amp; family welfare.</td>
</tr>
<tr>
<td>Chemical or Industrial Chemical</td>
<td>Ministry of Environment and Forest.</td>
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<tr>
<td>Nuclear Accident</td>
<td>Department of Atomic Energy.</td>
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<tr>
<td>Railway Accident</td>
<td>Railways</td>
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<tr>
<td>Air Accidents</td>
<td>Ministry of civil aviation</td>
</tr>
<tr>
<td>Civil Strife</td>
<td>Ministry of Home Affairs. (MHA)</td>
</tr>
</tbody>
</table>

**3.3:4 NATIONAL CRISIS MANAGEMENT COMMITTEE (NCMC)**

NCMC, comprising high level officials of the GOI headed by the Cabinet Secretary deals with major crises which have serious ramifications. It will be supported by the Crisis Management Groups (CMG) of the Central Nodal Ministries and assisted by NEC as may be necessary. The Secretary, NDMA is a permanent invitee to this Committee.

**3.3:5 NATIONAL EXECUTIVE COMMITTEE (NEC)**

National Executive Committee (NEC) headed by Home Secretary coordinates the response in the event of any threatening disaster situation or disaster. The NEC has to prepare the national plan for disaster management based on the national disaster management policy.

**3.3:6 NATIONAL DISASTER MANAGEMENT AUTHORITY**

The NDMA has been formed u/s 3 of the Disaster Management Act of 2005. The Prime Minister of the Country is the chairman. There is a vice chairman with the status of Cabinet
Minister along with 8 other members. The vision of the National Disaster Management Authority is to build a safer and disaster resilient India by developing a holistic, proactive, multi-disaster and technology driven strategy for Disaster Management. This has to be achieved through a culture of prevention, mitigation and preparedness to generate a prompt and efficient response at the time of disasters. This national vision inter alia, aims at inculcating a culture of preparedness among all stakeholders. The mandate is;

- Laying down policies, plans and guidelines for disaster management, coordinating their implementation for ensuring timely and effective response to disasters.
- Approve the national disaster plan and disaster management plans of the central ministries/ departments.
- Measures for prevention, mitigation, preparedness for dealing with a threatening disaster.

### 3.3:7 STATE GOVERNMENTS

The primary responsibility for disaster management rests with the States. The institutional mechanisms put in place at the Centre, State and District levels will help the States manage disasters in an effective manner. The disaster management Act, 2005 mandates the State Governments, inter alia, to take measures for preparation of state disaster management plans, integration of measures for prevention of disasters or mitigation into state development plans, allocation of funds, establishment of early warning systems and to assist the Central Government and other agencies in various aspects of disaster management.

### 3.3:7 INSTITUTION AND NODAL DEPARTMENTS FOR MANAGEMENT AT THE STATE LEVEL

At state level, the State Disaster Management Authority (SDMA) provides policy framework for disaster management. The State Executive Committee (SEC) works as a functional sub-committee of the SDMA. Nonetheless, the State Relief Commissioner/ Secretary disaster management is the nodal officer for co-ordinating between district and national level. He functions as the co-ordinator of the SEC, is responsible for providing funds under state disaster response funds for various disaster management functions and co-ordinates with the Central Government on various aspect of disaster management. The duty officer in-charge of the State Emergency Operating Centre (SEOC) is responsible for providing quick response in case of disasters. He is responsible for various activities under ESF (Essential Support Functions) and reports directly to the SRC.
The Crisis Management Group (CMG) at state level is a core committee for disaster management and responsible for various important decisions such as declaration of drought etc. The secretaries/ Principal Secretary of various departments such as Minor Irrigation, Water Resources, Rural Development, Rural Work, Social Welfare, Home, Energy, Animal Husbandry and Fisheries, Health, Finance, Agriculture etc. are members of Crisis Management Group (CMG). The SRC acts as co-ordinator of the CMG. Various departments at the state level have also nominated their nodal officers for disaster management.

### 3.3.7:2 STATE DISASTER MANAGEMENT AUTHORITY (SDMA)

The Disaster Management Act of 2005 requires the formation of State Disaster management Authority (SDMA) u/s 14. State Disaster management Authorities (SDMAs) are headed by Chief Minister of the State as chairperson except in Gujrat and Orissa. It has vice chairman with the status of a state cabinet Minister. The Disaster Management Act provide for such number of members, not exceeding nine, unless otherwise provided by state government. The main functions of SDMAs are as below:-

- Ensure integration of prevention, preparedness and mitigation measures
- Lay down policies and plans for Disaster Management in the state.
- Approve the state plan in accordance with the guidelines laid down by the NDMA.
- Coordinate the implementation of the state plan.
- Recommend provision of funds for mitigation and preparedness measures.
- Review the developmental plans of the different departments of the state.

### 3.3.7:3 STATE EXECUTIVE COMMITTEE (SEC)

State Executive committees are formed U/s 20 of disaster management Act 2005. It is headed by the chief secretary of the state. Other members include Principal Secretary, disaster management, State Relief Commissioner, Development Commissioner, Secretary/Principal Secretary water resources Department, Finance of any other secretary as the State Government thinks necessary. It acts as core Committee. It authorizes Secretary, Disaster management / State Relief Commissioner (SRC) to draw funds for various activities of disaster management from State Disaster Response Fund (SDRF).
3.3.7:4 DISASTER MANAGEMENT AT DISTRICT LEVEL

- The District Disaster Management Authority (DDMA) provides the policy framework for various activities for disaster management.

- The District Collector is the Responsible officer as per Incident Response System for all types of disasters at the district level. He is the head of District Task Force (DTF) which is responsible for all types of activities during disasters. The district level officers of various departments such as Minor Irrigation, Water Resources, Rural Development, Rural Work, Social Welfare, Police, Energy, Animal Husbandry and Fisheries, Health, Agriculture etc. are its members. The meetings of the DTF are chaired by the District Collector/DM/DC.

- Some states like Bihar have created post of Additional District Magistrate (Disaster Management) at district level as nodal officer of disaster management.

3.3.7:5 DISTRICT DISASTER MANAGEMENT AUTHORITY (DDMA)

It is formed u/s 25 of Disaster Management Act 2005. It is headed by the Collector or District Magistrate (Disaster Management) or the Deputy Commissioner (DC) of the district. The head of the elected local body at the district level is the co-chairperson.

Its functions are-

- DDMA will act as the planning, coordinating and implementing body for disaster management in accordance with the guidelines laid down by the NDMA and SDMA

- Prepare the district disaster management plan and monitor the implementation of the national/ state policy, and plans concerning its own district.

- The DDMA will also ensure that the guidelines for prevention, mitigation, preparedness and response measures lay down by the NDMA and SDMA are followed by all departments of the state government at the district level and the local authorities in the district.

3.3.7:6 DISASTER MANAGEMENT AT SUBDIVISION LEVEL

The Sub Divisional Magistrate is at the helm of the affairs of disaster management at the sub divisional level. He/she co-ordinates between the field level officers and the district authority for various activities of disaster management. A control room is operationalised at the time of disaster under his control and command.
3.3.7:7 DISASTER MANAGEMENT AT THE BLOCK LEVEL

The Block Development Officer (BDO) and the Circle Officer (CO) are the two key officers responsible for management of disaster at the Block level. However, it needs to be mentioned that there is absence of any institutional set up at the block and the village levels in most places. The Block Pramukh who is the head of the Panchyat Samiti at the block level chairs the meetings regarding disaster management. There is urgent need to empower and strengthen the local institutions. The state of Bihar has taken a few initiatives. An amount of Rs. 25000/- is earmarked under the Bihar Panchyati Raj Act 1995 for immediate actions for disaster management. Police station level committees named Bihar State Nagrik Parishad have been formed in Bihar where the police station SHO is the member secretary. The primary function of this committee is to prepare and respond to disasters. Although institutions mentioned above have taken shape but most have not really become strong/active enough to improve response substantially. Not all states have functional SDMAs. Neither are states supported by professional incident management teams. Moreover, machinery at the executive level i.e. district, subdivision, block, panchayat/village is non existent or very weak. Only some states have structures up to village level e.g. West Bengal. Thus there is need to build institutions at district and below with professionals who engage in all aspects in disaster management-preparation, mitigation, response throughout the year and not during the upcoming rainy season or when disaster strikes. Even panchayats should be empowered to prepare vulnerability plan, response etc. Alongside, incident management teams should be constituted at all levels to respond in quickest time.

3.4 RESPONSE AGENCIES

Disaster response management is a multi-agency function coordinated at a nodal point for effective delivery of rescue and relief to the victims of a disaster. Ideally, comprehensive assessment of the required response to a disaster or impending disaster is needed. This will facilitate deployment of the necessary resources i.e., armed forces, NDRF, Police, Civil defense, home guards without loss of time to limit the damage and losses to a minimum.

3.4:1 ARMED FORCES

Emergency response for a catastrophic event is an enormous responsibility involving the full coordination of nearly all of the government’s agencies. The community is always the first
responder to a disaster situation being proximate to disaster site. However, devastations caused by disasters resulting in disruption of essential infrastructure and services limit the coping capacity of the community to the situation. In disaster situations, relief, rescue and response operations have to be undertaken immediately and in the most appropriate manner. The development oriented civil administration is presently not well equipped for undertaking large scale disaster response activities in the event of major and widespread disasters. The capability of an affected community is required to be reinforced by the civil administration which requires a cadre of specialists, trained, disciplined and dedicated personnel who can render rescue and relief services in best of the manner in worst of the situations. The armed forces and central paramilitary forces are found to be the most suited for such situations. The armed forces are requisitioned under the Aid-to-civil administration only when the situation is beyond the capability of the civil administration. In practice, however, the armed forces have formed the core of the government response capacity and are the crucial immediate responders in all high intensity disaster situations. On their part, the Indian Army has earmarked lead formations in each Command. They have disciplined manpower and they are equipped with state-of-the-art technology. Air force & Navy / Coast Guard have been supplementing the efforts of army. They have specialist work force like engineering corps, medical corps, veterinary corps, and bomb disposal squad. The Indian Armed Forces are one of the most dedicated, professional and modernized armed forces in the world. They have made rapid strides in technology development and are adequately equipped with the necessary technical competence, manpower and material resources to undertake any major disaster rescue and response operations. The Armed Forces are always in a state of operational readiness to move quickly to any disaster affected area and their ability to work under adverse ground & climatic conditions is of immense help to any civil authority during disaster situations. So far in India, the role played by the Armed Forces & other specialized forces during disaster rescue and response operations has been exemplary. In view of increased frequency of disasters, the Armed Forces will continue to play a major role in providing rescue and response operations in the disaster situations in the years to come. The armed forces have the capability to meet nuclear, biological and chemical (NBC) threats. The Armed Forces/Central Para Military Forces have traditionally rendered yeomen service to the affected communities. This has been appreciated. This was most evident in the statement of the Indian Prime Minister during a seminar on fresh memories of tsunami, avalanche and snow storm, followed by earthquake in J&K, he said; “The world over, without exception, all governments has involved the Armed Forces whenever a disaster strikes. They are invariably the first to respond and quickest to reach the affected area. As has been increasingly observed in recent cases across the world, the men in uniform have played a stellar role in mitigating and alleviating the suffering caused by disasters.”

The Central Government has invariably deployed the Air Force helicopter/Army boats, Army columns, and Medical Teams from the Armed Forces to assist the affected States in rescue and relief operations. Military aircrafts are used in transportation of rescue teams and essential commodities from far of places in short span of time. The Government of India has
also deployed Naval ships, military aircrafts, mobile hospitals etc. to render assistance to the neighboring countries hit by natural calamities. Prompt mobilization of essential commodities and other resources for disaster response has been forte of Armed Forces/Central Para Military Forces.

For the reasons stated above, whether it was devastating Bhuj earthquake of 26th January 2001 or Tsunami of December 26th, 2004, the Armed Forces/Central Para Military Forces were the first one to respond to the situations and assist the civil administration providing succor to the affected people. Thus the military is a key supporter and partner in emergency response, but the overall tasks of assessing needs, inter-agency coordination, search and rescue, and overall management of the disaster response has come to NDMA within MHA. The majority of the tasks and skills that are the key functions for emergency management fall outside the scope and mission of the military whose primary functions are to provide military forces to deter war and provide security for the country. These responsibilities are best left to civilian institutions.

### 3.4:2 SPECIALIST DISASTERS RESPONSE FORCES

However, it has been appreciated that the armed forces primary function in defence of the country and that they should not be burdened with too much of deployment in non core functions like doing rescue and relief work. The Government of India has realized the necessity of having specially trained agencies specifically for response specially searches and rescue during natural and manmade disasters. Following this the Government of India formed the National Disaster Response Force and advised the states to form State level force.

**National Disaster Response Force**

The Disaster Management Act, 2005 has mandated constitution of National Disaster Response Force (NDRF), a specialist response force, for the purpose of specialized response to natural and man-made disasters. This Force will function under the National Disaster Management Authority which has been vested with its control, direction and general superintendence. This will be a multi-disciplinary, multi-skilled, high-tech force for all types of disasters capable of insertion by air, sea and land. All the eight battalions of National Disaster Response Force (NDRF) are equipped and trained for all natural disasters. Four of these battalions are trained in combating nuclear, biological and chemical disasters.

**Present Organization**

At present, National Disaster Response Force (NDRF) is constituted of eight battalions, two each from the BSF, CRPF, CISF and ITBP. Each battalion will provide 18 self-contained specialist searches and rescue teams of 45 personnel each including engineers, technicians, electricians, dog squads and medical/paramedics. The total strength of each battalion is
approximately 1,149. All the eight battalions are being equipped and trained to combat all natural disasters including four battalions in combating nuclear, biological and chemical disasters. Basically NDRF has three units: MFRT which is medical first aid team to rescue injured people at the time of emergency; CSSR is another part which is Collapse Structure Search & Rescue. The last is NBC i.e. Nuclear Biological Chemical disaster management team.

The force is gradually emerging as the most visible, vibrant multi-disciplinary, multi-skilled, high-tech, elite force capable of dealing with all types of natural and man-made disasters. After the performance of NDRF was seen in responding the disasters all over the country, the Government approved 2 more battalions at Patna and Vijayawada The vision of the National Disaster Management Authority is to build a safer and disaster resilient India by developing a holistic, proactive, multi-disaster and technology driven strategy for Disaster Management. This has to be achieved through a culture of prevention, mitigation and preparedness to generate a prompt and efficient response at the time of disasters. This national vision inter alia, aims at inculcating a culture of preparedness among all stakeholders.

NDRF has proved its importance in achieving this vision by highly skilled rescue and relief operations, regular and intensive training and re-training, familiarization exercises within the area of responsibility of respective NDRF Bns., carrying out mock drills and joint exercises with the various stakeholders.

In the previous years, NDRF has proved its efficacy with its commendable performance during various disasters including the drowning cases, building collapses, landslides, devastating floods and Cyclones. NDRF has saved 133,192 human lives and retrieved 276 dead bodies of disaster victims in 73 response operations in the country. Some of the major response operations of NDRF as below:

(wikipedia.org/National Disaster Response Force NDRF)

2007
- **Flood in Bhavnagar, Gujarat** – July 3-05, 2007 – Rescued 291 people; distributed 3,750 food packets
- **Flood in Rajkot, Gujarat** – July 3-05, 2007 – Rescued 291 people; distributed 3,750 food packets

2008
- **Kosi breach in Bihar** – Aug 20, 2008 – Saved over 105,000 people including women, children & aged; distributed medicines and water bottles
- **Flood in Puri, Cuttack, Kendrapara & Jagatsinghpur, Orissa** – Sept, 2008 – Saved over 1,000 people
- **Flood in Chennai, Tamil Nadu** – Nov 26-Dec 02, 2008 – Rescued 1,550 people

2009
- **Cyclone Aila** (24 Pargana North & South, West Bengal) – May 25- June 10, 2009 – Rescued 2,000 people; distribution of medicine to 30,000 victims & food packets to 16,000 homeless victims
POLICE
- Symbol of State Authority
- Arms of Law Enforcement
- Performs Sovereign Task of the State of Protecting Life

3.4: 3 POLICE FORCES
- Police forces have been recognized as first responder or lead player in recommendations of National Police Commission, Administrative Reforms Commission and Model Police Act. This has been discussed in Chapter 1. Though there are many different types of disasters/emergencies-both man-made and natural police has direct role in those related to internal security. However, their role in natural disasters needs further
clarification. Man-made disasters, such as bombs and arson, cause a sense of vulnerability. Natural disasters, such as floods, and earthquake cause specific damage and chaos. A strong police presence in both situations can help ease victims' fears and help prevent others from taking advantage of the disaster situation. The central perception is that Police has role only in crime and Law and Order duties and Disaster Management is responsibility of Revenue Deptt. Whereas the ground Situation is that police is recognized as the first Responder after community. Hon’ble PM in his address to IPS Probationers (New Delhi Jan 5, 2010) said “Underlining the importance of law and order for sustained development of the country, the Prime Minister asked budding police officers to be well-versed in handling new challenges like cyber crimes and disaster management.”

The Police Act of 1861 establishes fundamental principles of organisation of police forces in India. Police forces are functionally divided into civil (unarmed) police and armed contingents. They are the first responder to any calamity after the community.

Policemen posted in police stations are closest to the society. The policemen are the most visible face of the government and people too identify police with first responder. Police with its organizational strength, reach with the local people, resource capability and training is expected to help people in difficult times. But they are not adequately prepared for this. Specialized agencies like NDRF and state response forces would surely improve the response. However, they have their limitation- reach any site with a time lag which at times may be considerable & significant in the context of distance of unit from the site, availability of the unit, accessibility of the area and availability of transport etc. This period may be critical loss of ‘golden hour’, and this must be highly avoided.

Some of these functions performed during Kosi disaster 2008 has been discussed in detail in next chapter ‘EXPERIENCE OF KOSI DISASTER 2008.

- POLICE ARRIVE FIRST
- WIDER REACH, EVERY VILLAGE COVERED
- BETTER KNOWLEDGE OF LOCAL PEOPLE FEELINGS AND MIND-SETS
- PEOPLE RECOGNISE POLICE AS FIRST RESPONDER
- UNIFORMED, DISCIPLINED
- POSSESS WELL DEVELOPED COMMUNICATION SYSTEM

They are mobilised to reach the disaster site immediately with a view to carry out rescue operations and are also the initial coordination work. Police personnel perform many functions i.e. support the local administration in mobilizing all kinds of resources, rescue, prevent commission of cognizable offences including offences against property, human body and public tranquility. It has a critical role during all phases of response even relief and recovery such as providing security to relief personnel, relief material during transport and storage, logistic help to outside agencies and protection during visit by VIPs.
The police wireless communication system is used for transmission and receipt of messages in connection with disaster and also to regulate movement of victims, for rescue and relief, medical assistance and supplies etc. Apart from the strong wireless & landline network, every Police Station is provided with mobile phones with CUG plans carried by SHOs and supervisory officers are accessible round the clock. These mobile numbers are published in media for information of general public. The police also have certain equipments: Sniffer dog, gas cutters, anti-sabotage team, search lights, life saving jackets, boat, portable generators, reflector batons & jackets and boomer light.
The onslaught of the unsparing Tsunami on December 26, 2004 was unprecedented and unimaginable, catching administration unawares in the Andaman & Nicobar Islands. This was a classic case where the police personnel were themselves sufferers of the Tsunami yet had to cast away tremors of the horrific spell from their minds and take over the role as first responders to manage the disaster.

The experience has brought about a paradigm shift in the role of Police, adding yet another important dimension of Disaster Management apart from law and order maintenance and prevention and detection of crime.

### 3.4: 4 PARA-Military and Police Force

The para-military police forces act as support to the armed forces and state police. 11 organisations have been identified as being part of para-military forces. They are (i) Assam rifles (ii) Border Security Force (BSF) (iii) Central industrial security force (CISF) (iv) Central Reserve Police Force (CRPF) (v) Rapid Action Force (RAF) (vi) Indo-Tibetan Border Police (ITBP) (vii) Rastriya Rifles (viii) Defence Security Corps (DSC) (ix) Railway Protection Force (RPF) (x) Indian Coast Guard (xi) Security Bureau. They generally support the local authorities wherever they are stationed. During Kosi 2008, SSB units located on the Indo Nepal border chipped in few boats. Later on they provided tents for camps.

Police based CPMF forces are subordinate to ministry of Home Affairs. But coast guard and defence security force are subordinate to the Ministry of Defence. Similarly, Railway protection Force is subordinate to Indian Railway. In addition to security and guard duties, PMF assist local and state level police in maintaining public order and shield the army form excessive use in “aid to the civil- power”. They play important role during civil strife or during counter insurgency operations, riot control and in mammoth disastrous situations like Orissa super cyclone 1999, Bhuj earthquake of 2007, Kosi 2008. The present NDRF is formed of components drawn from some of the CPMF.

### 3.4: 5 Fire Brigade/Service

During earthquakes, building fires, accidents they play very important role. That is why fire brigade personnel are deployed during all festivals and similar events. They are a disaster management agency administered by the states/UTs as fire management is a state subject. They mostly work along with police forces. However at places they are with municipal agencies. They have deep presence. Bihar state is planning to have them at block levels too. Efforts are on to integrate fire services with the disaster management departments. However,
MHA renders technical advice to states/UTs. The National Fire Service College, Nagpur conducts training for fire officers. There is a standing fire advisory council to examine technical problems related to fire services and to formulate National Fire Code.

Fire services play extremely significant role during any emergency. They have a deep set up. Bihar state intends to have it at subdivision and block level.

**Strengthening of Fire and Emergency Services**: A Scheme for Strengthening of Fire and Emergency Service in the country was launched in 2009 with an outlay of 200 crore. The scheme is being implemented as a Centrally Sponsored Scheme with the Central and State contribution for procurement of equipment in the ratio 75:25 and for north-easter states in the ratio 90:10 within the Eleventh Five Year Plan period. The Office of DG, NDRF & CD, Government of India, has been designated as the implementing agency. The scheme is regularly monitored by a High Level Empowered Committee constituted under the chairmanship of Secretary (Border Management), MHA. The objective is to strengthen the fire and emergency services in the country and progressively transform the Fire Services into a multi-hazard response force capable of acting as first responder in all types of emergency situations during period 2009 to 2012.

(Source: DM Booklet on strengthening of disaster management in India, Initiatives of Home Affairs, GOI)

### 3.4: HOME GUARDS

Home guards are recruited from the community itself both rural and urban. Hence they can form backbone of community based response system. They can and should play major role in response. A clear mandate compiled with capacity building can do wonders in preparing the community as well as responding in better manner. They can mobilise community resources and mount support action. The role of Home Guards is to serve as an auxiliary to the police in maintenance of law and order, help the community in any kind of emergency such as fire, cyclone, earthquake, epidemic, etc., help in maintenance of essential services and perform various other duties as per local requirements for which they need to be trained for carrying out search, rescue and relief operations on occurrence of floods and other disasters. While some are actually working at any particular point of time, a larger number remain present within the community all the time. They can be built as an asset. In Australia, forest fires which is their worst emergency is mostly managed by such volunteers. Home Guards were raised as a voluntary force for the first time in 1946 to assist the police in controlling civil disturbance and communal riots.

The total approved strength of Home Guards in the country is 5,73,793 against which the raised strength is 4,91,415. The organisation is spread in all States and Union Territories, except in Kerala. Eighteen Border Wing Home Guards (BWHG) Bns. have also been raised in the border States viz. Punjab (6 Bns.), Rajasthan (4 Bns.), Gujarat (4 Bns.) and one each
Bn. for Assam, Meghalaya, Tripura and West Bengal to serve as an auxiliary to Border Security Force for preventing infiltration on the international border/coastal areas, guarding of vulnerable areas/vulnerable points and lines of communication in vulnerable areas at the time of external aggression. All citizens of India, who are in the age group of 18-50, are eligible to become members of Home Guards. Normal tenure of membership in Home Guards is 3 to 5 years. Home Guards, whenever called out for duty/training, are paid duty/training allowance at prescribed rates to meet out-of-pocket expenses. Members of Home Guards with three years service in the organisation are trained in police establishments for maintenance of law and order, prevention of crime, border patrolling, prohibition, flood relief, fire-fighting, election duties and social welfare activities. In the event of national emergency, some portion of Civil Defense work is also entrusted to the Home Guards. Expenditure on Home Guards is generally shared between the Centre and the State Governments as per the existing financing policy. During 2006-07, Rs.50 crore was reimbursed to various States on raising, training and equipping of Home Guards.

Bihar government has created Special battalion which has well trained home guards for response in emergencies.

3.4:7 CIVIL DEFENCE

Civil Defence is primarily a voluntary organisation. It has its presence in all major urban centers. The requirement for this organisation is based on the vulnerability analysis by the particular state. Major works of this organisation include communication restoration, rescue and casualty management, depot and transportation, supply services, salvage and corpse disposal etc. In 1968 this organisation became statutory with main objectives as- (i) to minimise loss of life and damage to property, (ii) to keep up the morale of the people, (iii) to restore normalcy as soon as possible.

Lately due to the changing global geo-political scenario where chances of occurrence of traditional wars has reduced whereas threats from natural and man-made disasters has envisaged greater role seem to be increasing the Civil Defence (CD) to include a holistic role in all the facets of Disaster Management in the country. The Civil Defence being a community-based voluntary organization can, in addition to rescue, relief and rehabilitation, also play a stellar role in the field of community capacity building and public awareness to face any disaster situation, as is being done by Civil Defence set-ups in many other countries. In addition to the role assigned under the Civil Defence Act 1968, it can play a major role in assisting the District Disaster Management Authority (DDMA) with the help of its volunteers at grass roots level, in different phases of disaster, particularly in pre-disaster (public awareness, community capacity building and community preparedness) and mid-disaster phases (response and relief) phases.

According to the proposal for revamping, the primary role of CD will be community capacity building and creating public awareness in pre-disaster phase. The proposal envisages
converting the town specific setup of CD to a district specific set up. Plan includes, extending its coverage to all the districts in the country.

Integration of the CD organisation into disaster management can work as a great catalyst for organising community capacity building. CD has been authorised in 225 designated towns in the country out of which 121 have already been activated where volunteers have been recruited and trained.

3.4: 8 YOUTH ORGNIATIONS

(i) National Cadet Corps (NCC)- It came into existence on 16th July 1948 under NCC act XXI of 1948. It lays stress on physical fitness, first aid training etc. which is suitable for assistance during emergencies. They can play huge role given their disciplined character if given adequate training.

(ii) Bharat Scout & Guide- It started in 1909-10 and has volunteers to work during disasters in rescue operations. They also assist police in their functions such as traffic management, security etc.

(iii) National Service Scheme (NSS)- Although NSS was formalised in 1969 but National Policy on Education 1986 recognised its role in serving the community. It is useful for community based disaster management.

(iv) Nehru Yuva Kendra (NYK)- It is the largest grass root level organisation of its own kind in the world. These Kendras aim to harness and channelise the power of youth on principle of volunteerism, self help and participation.

3.4:9 INTERNATIONAL AGENCIES

There is urgent need to develop a larger role to these organization due to their high potential not only in preparing the community, but also in assisting the community and state regards in wake of any disaster. International Agencies provide assistance in four stages, namely, pre-disaster assistance for capacity building and awareness generation, assistance in response operations, in recovery programmes and for futuristic development programmes. In India the United Nation function with the system of eighteen agencies, important among them are UNDP, ILO, UNESCO, UNFPA, UNHCR, UNICEF, WHO etc.

UNDP- DRM programmes in 169 multi-hazard prone districts in 17 states of the country to provide support to set an institutional frame work for disaster preparedness, response and mitigation plan for disaster risk management at state, district, block, and village and ward levels.
NGOs are a vital link between government and the community. They perform varied role in pre-disaster, during disaster and after disaster stage. They contribute in positive manner in establishing close and informal links with the community providing dedicated, motivated personnel, mobilising financial and natural resources and professional and technical services. Some important NGOs are-Co-operative Assistance and Relief Everywhere (CARE) working since 1950, UNICEF, FAO (UNO), Oxfam, Abhiyan (formed in aftermath of the cyclone that hit Kutch in May 1998 and provided effective service during Bhuj earthquake of 2001), Voluntary Agencies for Sustainable Universal Development and Emergency Voluntary Action (VASUDEVA) etc. On such occasions large number of charitable bodies and public sector undertakings also engage themselves in providing relief.