



CONCLUSION AND RECOMMENDATIONS

7.1 CONCLUSION

7.1.1 India has been traditionally vulnerable to natural disasters on account of its unique geo-climatic conditions. Floods, droughts, cyclones, earthquakes and landslides have been recurrent phenomena. Its coastal states, particularly Andhra Pradesh and Orissa and Gujarat are exposed to cyclones. 68 percent of the area faces drought threat, 55 per cent of the area is in seismic zones III and IV which falls under earthquakes-prone belt and sub-Himalayan region and Western Ghat and North, North-East states are threatened by landslides. Over 40 million hectares (12 % of land) is prone to flood and river erosion.

7.1.2 The basic responsibility of undertaking rescue, relief and rehabilitation measures in the event of a disaster is 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. It includes deployment of aircrafts and boats, specialist teams of Armed Forces, Central Para Military Forces and personnel of National Disaster Response Force (NDRF), arrangements for relief materials, medical stores, restoration of critical infrastructure facilities including communication network and such other assistance as may be required by the affected States. The central government also provides financial assistance both for immediate rescue and relief and long term recovery through SDRF.

7.1.3 The government of India is aware of the urgent need for better disaster response mechanism, but the overall trend in the nation has indicated that the level of preparedness of the Centre as well as the states is extremely uneven and requires considerable strengthening. Fortunately, the Centre and a number of states have displayed growing appreciation for the need of effective disaster management strategies. The nodal agency for coordination of rescue, relief and overall natural disaster management in case of most disasters is Union Ministry of Home Affairs.

Accordingly significant efforts to professionalize disaster management system have been made by Government of India and the states. India has enacted comprehensive legislations that cover the entire cycle of disaster management including response and preparedness of response. Dedicated institutions for disaster response, early warning systems and emergency

operation centres have been set up. Disaster response plans have been prepared and mock drills and exercises are being conducted for better and coordinated response. The government of India has raised specialized National Disaster Response Force (NDRF). States are raising State Disaster Response Force. Other emergency service providers like the Police, fire services, civil defence and emergency medical and trauma care services have been improved and capacities of local communities as first responders enhanced through community based disaster preparedness programmes. All these efforts have contributed to significant reduction in loss of lives and property in disasters in the recent years. However, the disaster management response system in the country is still in formation stage. Even though Government of India has established National Disaster Management Authority (NDMA) and States have State Disaster Management Authority (SDMA) and District Disaster Management Authority (DDMA) at district level, the level of preparedness is far below desired level. The pace of progress on implementation of the various provisions is very slow.

These institutions do issue guidelines for different kinds of disaster / emergencies. But the efforts need to be scaled up to improve the emergency response management. As disasters are projected to be more frequent, intense and complex, improvement of emergency management would be crucial for effective disaster management.

7.1.4 Notwithstanding above initiatives, the disaster management response in the country is beset with several handicaps/ shortcomings which does not permit for efficient/ effective response. The shortcomings are given in box. These shortcomings need to be addressed. The response today has to be far more comprehensive, effective, swift and well planned based on a well conceived response mechanism. Realisation of certain shortcomings in our response system and a desire to address the critical gaps led the Government of India (GOI) to look at the world's best practices. The GOI found that the system evolved for firefighting in California is very comprehensive and thus decided to adopt Incident

Emergency response to natural and manmade disaster has always remained a challenging task for the national and state governments. While, India has a well defined institutional mechanism at National, State & district level in form of NDMA and SDMA but the response is inadequate due to;

- Absence of appropriate plan for response
- No clarity of roles and responsibilities and therefore duplication and overlapping of efforts, resulting in excessive costs and some time delay in the response itself.
- Designated authorities not backed by professional response teams.
- Lack of adequate competencies and capability among disaster managers.
- Authority and responsibility based on position/ designation (not backed by professional training).
- Lack of coordination leading to uncertainty, and confusion.
- Delay in mobilization of men, material, relief stores and machines.
- Poor/lack of resource/ inventory management leading to non/sub optimal usage.

Command System (ICS). (*National Disaster Management Guidelines—Incident Response System A publication of the National Disaster Management Authority, Government of India. ISBN: 978-93-80440-03-3*)

7.1.5 Civil administration is primarily engaged in development work. It is therefore handicapped by absence of trained professionals for handling disasters. It is ill equipped for undertaking disaster response activities in the event of major disasters. As such governments have to rely on the armed forces, central police forces, local police and now NDRF. Indian armed forces, being one of the most dedicated, professional, modernised armed forces in the world adequately equipped with the necessary technical competence, man power and material resources are suited for rescue and relief operations of any disaster. During Kosi disaster 2008 too, the army, navy and air force along with NDRF formed the backbone of rescue operations. 35 columns of army, 4 units of navy and 12 helicopters with 850 personnel of NDRF rescued over a million people. Now NDRF along with in SDRF in certain states has taken the lead role.

However the location of these units could be far from the site resulting in loss of crucial “platinum 15”. Hence the deployment of police, a disciplined resource in uniform, available at the nearest distance could be more effective in providing immediate succor. Police has a host of critical elements in its favour: Well Developed Communication System; Wider Reach: every village covered; Familiarity with Local Terrain & locally available resources; Command (informal) over these resources and awareness about People’s Sensitivities.

Many of the above mentioned shortcomings could be overcome by having locally available but trained and equipped response force. Armed forces should be called only when the specialised force, NDRF and SDRF, and state police is inadequate. Even though disaster management administrators, policy documents and people see police as first responder there is no clear mandate, nor are they trained and equipped. Therefore they are not able to respond appropriately forcing Government to call armed forces. The first task of the State during any disaster emergency is search & rescue. Police being the symbol of state authority has to perform the sovereign task of protecting life and therefore becomes natural first responder. Government of Bihar, while realising this fact has mandated that police station personnel be trained in disaster management through state training institute BIPARD.

7.1.6 Several agencies of the Central and State Governments including armed forces, NDRF, SDRF, NSG, police, Fire, Civil Defence, home guard volunteers are responders in emergencies. But the local police have advantage over others in terms of their proximity to an incident, organisational capability and authority to command people and resources. Police with a well developed communication system could respond within no time, where as specialized out- station forces have costs in terms of time lag which may be critical many a time. Police being closest to society reach the site at the earliest to start rescue work. In this context, we all understand that “golden hour” and now “platinum 15” is critical to any incident. Armed forces or NDRF when called for operate in unknown territory, among unfamiliar people in different cultural/ language barriers set up. The local police then can

play the role of facilitator/ bridge between the people and the outside responders since they have a wider reach and are familiar with the local terrain. But even though policemen have been actively engaged in discharging duties in disaster, a feeling remains in their mind that they do not have mandate for it and neither are they fully equipped or trained for this activity.

7.1.7 National Police Commission, Administrative Reforms Commission, Model Police Act, all envisage a very crucial role for Police. Administrative Reforms Commission (ARC) (2006) accepts “The police are among the first responders in any crisis”. This response normally comes from the nearest police station or police outpost. Their immediate responsibility is to communicate the information and mount rescue and relief efforts with whatever resources available with them. It is essential therefore, that policemen at field level who would be the responders are sufficiently trained. The training need not be generic but specific to the types of crisis anticipated in an area. More importantly, they should be fully involved in the preparation of the local crisis/disaster plan and they should be fully conversant with the area”. (Administrative Reforms Commission, 2006, Crisis Management)

The national /state disaster management acts, policies and plans, Police Acts and police manuals do not contain clear cut role and responsibilities of police which is absolutely essential for effective action.

Policies/ state DM plans of some states do mention that police is expected to perform rescue work. However it is being mentioned in rather general terms. Off late, some states governments have enacted new Police Acts that have included disaster management function as one of the core function. Guidelines issued by NDMA mention that police is first to reach a site. Kerala Police Act 2010 may be the first to specifically mention responsibilities of police in a disaster. So has Bihar Police Act, 2007.

*Empirical studies based on questionnaire has established that community does not see police as a major player in rescue and relief work. However government functionaries who have frequent interface with the police, have observed that they perform duties during disasters specially rescue and relief work. But this was not found to be significant. At the same time, there were high expectations. Poor involvement in this also indicate inadequate appreciation by the civil administration of the role that the police can play or ought to play. Hence if the police had a clear mandate which is known to all and they are equipped and trained as response force they can fulfill the expectations. Respondents have stuck to original functions of police in providing safety and maintaining law & order. This is as per the normal perception that **Police has role only in crime and Law and Order duties and disaster management is responsibility of Revenue Deptt.***

They have found little role in disaster management even though they expect them to play a big role. This thought is outcome of the background. They, being familiar to floods as a disaster, know and understand the local administration specially the block which organize relief. During such periods, entire administration is engaged mostly in relief work. Rescue is

not a big issue as the floods are a recurring phenomenon not so sudden requiring specialised rescue.

The study emphasizes that the approach to handle disaster situations is not adequate. Police, a major player in response has marginal role today.

7.2 RECOMMENDATIONS

Based on study of literature, knowledge from experience of previous disasters, provisions contained in national/ state disaster management acts and policies, police manuals/ and SOPs and empirical study the following recommendations are made:

7.2.1 Orienting Policies to focus on empowering Police

- [A] Amendment in Constitutional and Legal Framework: changes in disaster management acts/ policies, Police Act and Police manuals etc.
- The subject of disaster management does not find place in any of the lists in the constitution. The High Powered Committee suggested that it be placed under concurrent list. With the subject having assumed so much of importance in recent times, it is imperative that it is included in constitution.
 - National Disaster Management Act and the state acts must elaborate on the functions of the police. The disaster management policies and plans at state and district level and guidelines for various disasters/ emergencies must provide clear mandate to the police forces.
 - Model Police Act 2006 (as mentioned in Chapter 1) has suggested such changes. Bihar and Kerala Police Acts have in fact included disaster management as one of the duties of policemen. But many police manuals and Police Act are silent over the clear cut roles of police in disaster management. Hence state Police Acts may have to be amended to include disaster management as one of the functions of police.
 - There may be procedural delay in the process. Till that time policemen may look at this function as additional work for which they are not trained and equipped. Be it a major/ minor rail, road accident or any other emergency, police men reach first and marshal local resources to provide the initial support. Many a times such sites are in remote areas where other agencies may take long time to reach. They know the community well and therefore mobilizes them easily. And off course they have the capability to coerce people to support in rescue / relief work. However, this has sever limitations in the absence of clear mandate and therefore if *they can be legally empowered*

to command people and their resources to support them as District Magistrate has been empowered under National Disaster Management Act, it might result in better response. DM acts may be amended to empower SHO to command local resources including manpower.

- Mandate of Special Battalion of home guards in Bihar was amended to include disaster management as one of its functions and similar provisions in charter of work must be incorporated in state police manuals of states or by executive order of government.

[B] Larger / more effective representation of police in the National & State level policy making bodies.

NDMA has fair representation since it has members from police services. Superintendent of Police holding charge of a district plays a significantly high role. SP has been made member of DDMA. At this level police is adequately represented. Similar representation in NEC and SEC is needed. It is desirable that;

- DGP of the State should be member of the SEC.
- State Government could consider appointing police officers as member (response) in State Disaster Management Authority (SDMA).

[C] Development of Organizational Structures/Institutional Mechanisms. Within the police organization, a structure could be created that specializes in management of disasters/emergencies. They could be equipped for initial response when deployed on an incident.

[D] Funding Infrastructure Support to police forces.

[E] Preparation of manuals / SOP's for functioning of police in different roles including search & rescue, relief operations. The experience gained during Kosi and other events would be the basis of SOPs. Delhi police has one.

7.2.2 Capacity Building

Capacity building is essential for enhancing the efficacy and efficiency of any organisation. Police organizations need to be equipped in technical and other relevant respects to deal with variety of crisis. Attention must go to maintain and establish adequate communication systems (among police, between police and other first responders, and between police and citizens), means of transportation and other equipment and a proper police command infrastructure (makeshift police stations and temporary jails). From the viewpoint of police personnel, also, special physical and mental health needs of officers have to be anticipated.

Thus, the subject of disaster management should be incorporated in the curriculum of training of police personnel at all levels. While IPS Officers should be imparted training in all aspects of the subject, for State Police service officers including Sub-Inspectors and Constables, it should be part of induction and in service training. They should be sent to good institutions such as NIDM, State ATIs and other centres of excellence in the country e.g; National Industrial Security Academy (NISA). SI's and below should be properly trained in search and rescue primarily, followed by role during relief distribution, camp management and recovery phase. Each state must have core group of trainers. This must be followed by regular periodic rehearsals and debriefing based on the evolved Response Drills/SOPs that should be updated too.

- **Prime Minister of India while addressing IPS Probationers (Jan 5, 2010: New Delhi)** underlined the importance of law and order for sustained development of the country and asked budding police officers to be well-versed in handling new challenges like cyber crimes and disaster management.
- Capacity building of training institutes/Centres. Training institutes would need to be equipped with infrastructure and other facilities. GOI provides funding for training to specialist multidisciplinary groups/teams as well as other responders of the state personnel drawn from different cadres/services/personnel involved in management of disaster in states.
 - ✚ Expenditure on such training is to be incurred from SDRF, as assessed by state level committee. The total expenditure on items collectively should not exceed 5% of the annual allocation of the SDRF.
 - ✚ Section 11 of SDRF provides for procurement of essential search, rescue and evacuation equipments including communication equipments.

These provisions need to be utilised properly. Departments of Disaster Management in states should provide these funds to police organisation/home dept.

- On the recommendation of the Thirteenth Finance Commission, the Ministry of Finance, GOI has allocated funds for strengthening disaster management institutions, capacity building and response mechanisms. Disaster Management Act, 2005 stipulate the constitution of a National Disaster Response Fund (NDRF) and State Disaster Response Fund (SDRF) at the National and State levels respectively. The Government of India has notified the constitution of the NDRF. The Thirteenth Finance Commission has made provision for funds for SDRF in its recommendations which has been accepted by the Government of India. 13th Finance Commission is providing Rs 4 crores to each state for capacity building & equipment.

- The State-wise and year-wise breakup of the SDRF is as follows:

State-wise Allocation of State Disaster Response Fund

Sl. No	States	2010-11	2011-12	2012-13	2013-14	2014-15	Total
1	Andhra Pradesh	6.00	6.00	6.00	6.00	6.00	30.00
2	Arunachal Pradesh	1.00	1.00	1.00	1.00	1.00	5.00
3	Assam	5.00	5.00	5.00	5.00	5.00	25.00
4	Bihar	5.00	5.00	5.00	5.00	5.00	25.00
5	Chhattisgarh	4.00	4.00	4.00	4.00	4.00	20.00
6	Goa	1.00	1.00	1.00	1.00	1.00	5.00
7	Gujarat	6.00	6.00	6.00	6.00	6.00	30.00
8	Haryana	5.00	5.00	5.00	5.00	5.00	25.00
9	Himachal Pradesh	4.00	4.00	4.00	4.00	4.00	20.00
10	Jammu & Kashmir	4.00	4.00	4.00	4.00	4.00	20.00
11	Jharkhand	5.00	5.00	5.00	5.00	5.00	25.00
12	Karnataka	4.00	4.00	4.00	4.00	4.00	20.00
13	Kerala	4.00	4.00	4.00	4.00	4.00	20.00
14	Madhya Pradesh	5.00	5.00	5.00	5.00	5.00	25.00
15	Maharashtra	5.00	5.00	5.00	5.00	5.00	25.00
16	Manipur	1.00	1.00	1.00	1.00	1.00	5.00
17	Meghalaya	1.00	1.00	1.00	1.00	1.00	5.00
18	Mizoram	1.00	1.00	1.00	1.00	1.00	5.00
19	Nagaland	1.00	1.00	1.00	1.00	1.00	5.00
20	Orissa	5.00	5.00	5.00	5.00	5.00	25.00
21	Punjab	5.00	5.00	5.00	5.00	5.00	25.00
22	Rajasthan	6.00	6.00	6.00	6.00	6.00	30.00
23	Sikkim	1.00	1.00	1.00	1.00	1.00	5.00
24	Tamil Nadu	5.00	5.00	5.00	5.00	5.00	25.00
25	Tripura	1.00	1.00	1.00	1.00	1.00	5.00
26	Uttar Pradesh	5.00	5.00	5.00	5.00	5.00	25.00
27	Uttarakhand	4.00	4.00	4.00	4.00	4.00	20.00
28	West Bengal	5.00	5.00	5.00	5.00	5.00	25.00
	Total	105.00	105.00	105.00	105.00	105.00	525.00

Source: State level Programmes for Strengthening Disaster Management in India, pp- 09, Ministry of Home Affairs, GoI.

- In addition each State Govt. should earmark funds for training of policemen from State budget too. In Bihar, the Govt. has mandated allocation of certain % of the departmental budget for training. Home departments could very well create its own budget for training in disaster management along with regular police training.
- State level disaster management training institutes and police training centres have their own budget for training. It is high time that they demanded additional funds for this kind of training. Police training schools could create infrastructure through Police modernisation scheme too. Departments of Disaster management in the state should play proactive role in providing financial support under the various provisions of SDRF. Hence conducting training should not suffer for lack of funds.

- The training of police officers should ensure that they can adapt to changes in operational matters, specifically shifts back and forth between emergency and crime control situations, involving such varied tasks as rescuing stranded citizens and controlling violence.
- At national level, Government of India has established **National Institute of Disaster Management (NIDM)**, apex institution dedicated to capacity building of responders of all over the country has been quite active in the area. The Institute is responsible for 'planning and promoting training and research in the area of disaster management, documentation and development of national level information base relating to disaster management policies, prevention mechanisms and mitigation measures'. MHA through NIDM provides funds for conducting training and hiring of faculty to strengthen the centres for Disaster Management in the state administrative training institutes.

Functions of NIDM

Section 42(9) of the Act has assigned the following specific functions to the Institute:

- a. develop training modules, undertake research and documentation in disaster management and organise training programmes;
- b. formulate and implement a comprehensive human resource development plan covering all aspects of disaster management;
- c. provide assistance in national level policy formulation;
- d. provide required assistance to the training and research institutes for development of training and research programmes for stakeholders including Government functionaries and undertake training of faculty members of the State level training institutes;
- e. provide assistance to the State Governments and State training institutes in the formulation of State level policies, strategies.

- NDMA is encouraging capacity building and funding states for this function. They organize state and district level awareness and capacity building programmes including mock drills all over the country. Thus there are host of organisations that can facilitate training at various levels. Additionally, organisations like UNICEF have come forward in big way in supporting, encouraging capacity building in Bihar. It has also proposed developing centre for excellence. Hence, whenever required, these organizations can be roped in to support state Govt. initiatives.
- For that matter NDRF units deployed in various states could be good source of training. NDRF is a specialized force. They possess variety of equipments. In their free time, when not engaged in response, units should be engaged in training community and police personnel, Civil Defence, BHG, NCC, NYK volunteers etc.

Thus capacity building of responders & training centres could be done as per above provisions. Police is there to provide the initial response and support the better trained forces when they arrive. Hence they may not be required to have heavy equipments. They require training and equipment for immediate support. As mentioned above, there are hosts of provisions wherein the capacity of the police forces can be enhanced. *It is most critical that the training helps police officers adapt to changes in operational matters, specifically shifts back and forth between emergency and crime control situations, involving such varied tasks as rescuing stranded citizens and controlling violence.*

7.2.3 Reorganisation of auxiliary police forces & other support agencies

Civil defence and home guards volunteers are spread everywhere. Volunteers come from villages and urban wards as well. Their presence is far and wide and once trained they can form pool of responders available locally on the spot. They are in huge number- total enrolment of home guards in Bihar is 56000. In Australia where most important disaster is forest fire, it is the community volunteer who are in the fore front of forest fire management. About 80% of the fire department there is manned by volunteers only. Why can't we have similar arrangement here too? They can be a force to reckon with. After all everyone is talking of capacity building of the community and such volunteers are part of the community only. In this context the civil defence and home guards, when trained can raise the preparedness level of the community. Trained home guards along with civil defense volunteer, NDRF and policemen can make people well prepared thereby creating pool of responders in every village and ward.

7.2.4 Multi pronged Strategies to tackle future Challenges in Disaster Management

There is a growing need to look at disasters from a development perspective. Disasters can have devastating effect on communities and can significantly set back development efforts to a great extent.

The Government of India has adopted mitigation and prevention as essential components of its development strategy. The Tenth Five Year Plan emphasizes the fact that development cannot be sustainable without mitigation being built into the development process. In brief, Disaster Management is being institutionalized into development planning. But, there are various underlying problems in the whole process. In fact, a number of problems stem from social inequities.

In the long run, the onus is upon the local communities to handle disasters with the help of the state and other such organizations. It is a well-known fact that the community dynamics is quite complex in a country like India. There is a need to address specific local needs of vulnerable communities through local traditions and cultures. Restoration of common property resources with the participation of the local level bodies is a real challenge. The historical focus of disaster management has been on relief and rehabilitation after the event but now the focus is on planning for disaster preparedness and mitigation. Given the high frequency with which one or other part of the country suffers due to disasters, mitigating the impact of disasters must be an integral component of our development planning.

We have recognized Nuclear, Biological and Chemical (NBC) warfare. India is addressing to such man made disasters too. NDRF has been constituted for such contingencies too.

The need of the hour is to chalk out a multi-pronged strategy for total disaster management comprising prevention, preparedness, response and recovery on the one hand and initiate development efforts aimed towards risk reduction and mitigation on the other. A pro-active stance to reduce the toll of disasters in the country requires a more comprehensive approach that comprises both pre-disaster risk reduction and post-disaster recovery. It is framed by new policies and institutional arrangements that support effective action.

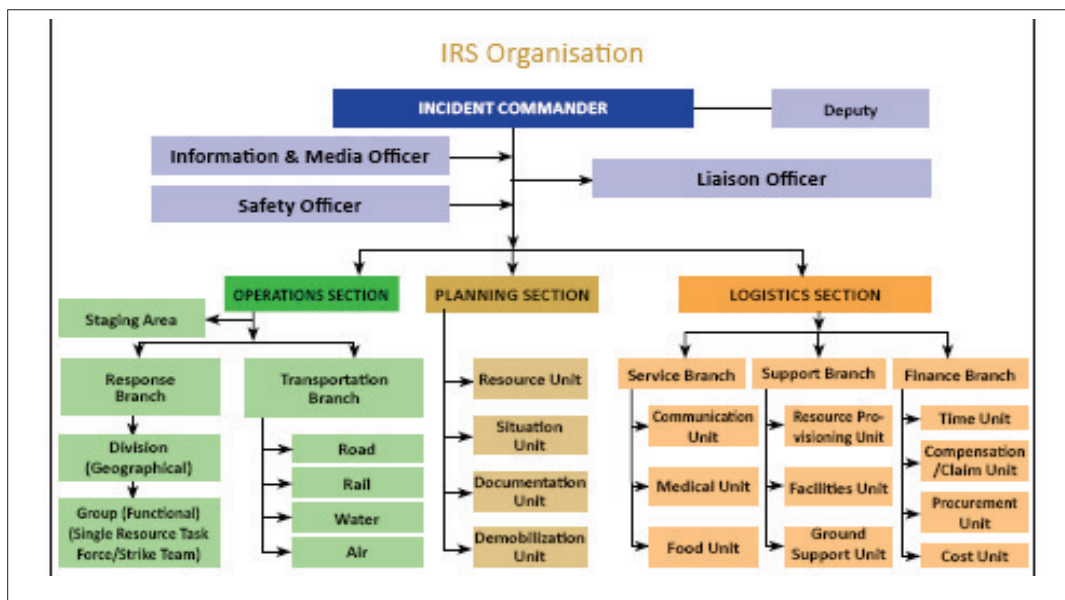
7.2.5 Effective disaster management response system

Keeping in view the aforesaid challenges which may cause more serious disasters in future we must strengthen our response system. Towards this end, Govt. of India has adapted Incident Command System originally started in US as response tool. Based on efforts of institutionalization in last several years it has been adapted as Incident Response System.

INCIDENT RESPONSE SYSTEM (IRS)

India has been successfully managing disasters in the past, there are still a number of shortcomings which need to be addressed. The response, in the light of the challenges for future needs to be far more comprehensive, effective, swift and well planned. Realisation of certain shortcomings in our response system and a desire to address the critical gaps led the Government of India (GOI) to look at the world’s best practices. This led it to adopt Incident Command System (ICS), global best practice being used for firefighting in USA and other countries including Australia.

IRS Organisation



A traditional command structure exists in the disaster management hierarchy which manages disasters in India. The IRS is essentially a management system to organize various emergency functions in a standardized manner while responding to any disaster. It will provide for specialist incident management teams with an incident commander and officers trained in different aspects of incident management, such as logistics, operations, planning, safety, media management, etc.

INCIDENT RESPONSE SYSTEM - Features:

- Professional standardized and flexible/ organizational structure.
- Well trained response functional teams
- Common terminology.
- Resource typing – helicopters etc and network of support mechanism onsite. Logistic, finance units facilitate smooth operations.
- Incident facilities.
- Span of control.
- Rapid mobilization of resources, optimum utilization, cost effective resource management.
- System of single, unified and area command to suit disaster situation.
- Excellent documentation of all activities.
- Management by objective.

It also aims to put in place such teams in each state and district by imparting training in different facets of incident management to state/ district level functionaries

7.2.6 Logistic Need

Any response plan for any type of disaster must take care of logistic needs of the responders. While we prepare our agencies for emergency response, we must take care of their logistic needs. They should be provided excellent living arrangements, food, transport and operational support; office management, communication phones, faxes, photocopies etc.

In other countries safety of the responder comes first on the premise that if the responder is not safe and healthy, how they can help others. We too ought to have similar approach if we are expecting optimal output from them. The present practice of sending men to disaster sites with little or no logistic support must be done away with. Good beginning has been made with NDRF. When they were deployed for Kosi disaster, that being one of

- Preparedness and appropriate response can save millions—each year, over a quarter of a billion people lose their home, their means of living as a result of natural disasters. The rate of occurrence of disaster has more than tripled since 1970s.
- During the period 1990 to 2006, more than 23,000 lives were lost due to 6 major earthquakes in India.
- The right policies and preparations can save lives and money—experience shows globally that preparedness costs a fraction of what a disaster response can cost.
- The problem is that we do not take proper care of these preventative measures.

their early assignments, they had to face serious problems on this count. Now they are self reliant. To expect local administration which themselves are in distress to provide logistic support may not be prudent. They themselves are in need for support and help.

IRS adopted by GOI as a response tool has incorporated the US system of providing logistic support to responder sent to the site. We should prepare ourselves accordingly. This must be integral part of any response plan. In US, on forest fire sites, each function of operation, finance, planning and logistic is performed from site itself.

From among trained policemen each district could have designated IRTs- incident response teams which can be rushed to a site as first specialized support to local responders. This would again help minimise loss of life and property. Pre disaster preparedness is a pre-requisite for appropriate response. It includes trained, empowered, equipped & motivated response teams. Herein lays the significance of having capable police force trained & equipped to handle disaster. It is established fact that preparedness followed by timely & adequate response can do wonders for victims/probable victims.

7.2.7 RECOMMENDED ROLE OF POLICE

1. Mobilization of resources: Police could be of immense help in mobilizing all resources. Police play significant role in locating, loading and transporting resources including boats. Moreover these resources may have to be operated under the guidance and protection of police as in Kosi 2008.

2. Rescue/Evacuation – The primary function during a disaster. Policemen must be trained and equipped to begin rescue at the earliest to take advantage of the “platinum 15”. They would be able to provide immediate relief to the victims till specialised forces arrive. During such activity, police has to provide protection to boats etc that are put in operation. Deployment of policeman on the boat driving in floods helps prevent overcrowding of boats and prevent capsizing. Such boats are provided with handheld wireless sets one to keep tracking its movements and provide help in disasters.

3. Safety in houses vacated/abandoned by people as people leave their houses with or without belongings. During such times people are without job hence incidence of crime generally increases. This provides an opportunity for thieves and robbers. When people are evacuated from their homes, houses are left unsupervised it provides opportunities to commit crime. At times it can be really bad. Police presence can help to ensure that looting doesn't happen. And if it occurs, the police will be ready to apprehend and arrest the suspects.

4. Communication with rescue teams-provision of wireless sets – Telephonic communication breaks down since the telephone towers/offices get destroyed with the result that landline and mobile phones stop working. During floods or any other disaster most of the rescue teams operate in unknown territories under adverse conditions where landmarks

are either washed away or destroyed. During Kosi disaster 2008, Army & NDRF boats got lost and they had to spend nights outside the camps. The new course of the river had very fast current as a result of which, they could not reach their locations by end of the day. Several times, these boats got capsized. The army, navy and the NDRF had their own communication systems but it needed to be integrated with the district communication setup so that information of any emergency could be disseminated quickly and support reached at the earliest. Wireless communication was established on all the boats. Similar communication with wireless has to be established in role of camps. Later on, all the units were given SIM cards by the state government to facilitate unitary communication among themselves and with district and state level officials.

5. Traffic regulation: Police has to facilitate the movement of rescue, medical, fire and other essential services. During Kosi, National highways had to be kept free for movement of rescue teams and relief material. Check posts were established for ensuring safety of relief material. Road patrol was arranged for safe passage of army convoys, boats and other resources sent from outside and arranging vehicles for army etc. Within no time National Highways became deserted. Each column required one small vehicle, 2 buses and 4 trucks.

6. Coordination with cooperating agencies: Involves coordinating the activities of agencies having roles or responsibilities in response to emergencies. Police can function as link with external agencies since most are uniformed. NDRF today is the most visible trained emergency response force made up of personnel of CRP, BSF and CISF. Rescue teams from Army, Coast Guard, IAF and other states also policemen based. The coordination among police and other agencies needs to be standardized in clear procedures. Protocols are needed for deploying resources in case of a disaster in a manner that is well-coordinated between local, state, and central emergency agencies including armed forces. Importantly police organizations do not stand alone in doing what is necessary to deal with major disasters. Instead, police agencies must be integrated and be able to cooperate with other police and emergency agencies.

7. Casualty Information - the identification of people involved in accidents/emergencies is a Police responsibility. All enquiries could be handled by police station staff. Tracing of missing persons and notification to their next of kin could be another area of work allotted to police. So is disposal of dead bodies and documentation of dead and missing for benefit of next of kin to claim compensation and ex gratia.

8. Maintenance of law and order and security in relief camps: Security of camp inmates, officials and volunteers engaged in running of camps including health workers in one core function. During Kosi disaster over 400 relief camps had people from many villages with different religious, political and caste backgrounds and thus had potential for friction. This requires deployment for law & order maintenance. Hundreds of government and non government employees/volunteers are engaged in running of kitchens, medical centres, sanitation units etc. They require protection all the time.

9. Security during Relief Management:

- **Security of personnel and material engaged in distribution** of relief in designated centres in affected areas where large people reside. The centers could be located in interiors.
- Many banks branches get closed and therefore cash sent from far off places. During such work police has to ensure security of cash.
- Security of grains being transported from different places to distribution centres. Dedicated escorts needed from the chests to storage/ distribution centers.
- Security of food godowns. Many instances of looting again in initial period when police not enough and not relief available.
- Security at railway stations where relief material is received by special trains and stored before being dispatched to destination.
- Relief material sent by the NGO and several state governments get looted in the early days. They need protection.

10. Public Information – In certain countries, Police officers play role of the Police Press Officer at the scene of any major emergency to co-ordinate the response to all media enquiries.

11. VIP Security: VIPs visit the affected area and relief camps frequently. Many a times, politically opposed/ dissatisfied resort to protests thereby posing threat to VIP and law and order. This must be handled by police.

12. Law and order: Tardy distributions again provide opportunity for beating up rescue or disrupt traffic where police has to intervene. During such times of distress, police cannot be expected to resort to force and this makes the task of maintaining law & order that much difficult.

13. Family Liaison Officers - The Police could appoint family liaison officers (FLOs) to the families of those who have died. The FLOs are specially trained police officers who, if requested, will liaise between the families and the media as a way of minimizing intrusion and distress.

CONCLUSION

The Kosi disaster has amply demonstrated the significant role of the police. It was involved in each and every activity of rescue, relief & recovery. Policemen were critical to evacuation of people, maintenance of law and order in affected areas and relief camps, security of responders etc. Its resourcefulness, widespread presence and organized nature made it ideally suited for role of first responder. However this function has not been clearly designed. As a result there is no allocation of resources to perform these jobs. Given the functions that a police has to perform during such emergency, it is essential to build capacity of the responders. While the police have a significant role all along, its role has not been highlighted

in the national/ state Acts. Finally, the organization should be provided with sufficient funds to equip it and build capacity. Only then it could fulfill the expectations of all the stakeholders including the public.

Police organisation has to see itself as a major player in disaster management. Purpose of the Act was to create resilience and augment preparedness to deal with the disasters effectively and the same is difficult to achieve unless we have hundreds of thousands trained citizens, dedicated, equipped and trained response forces, empowered and accountable civil and Police leaders and a willing state to ensure availability of resources both for response and capacity building. It is the management during golden hours that we must strive to achieve to reduce the loss of precious human lives.

Since police will continue to have the first responder role given its proximity to the incident site and relationship with the people it has to bring about a change in its approach. It has to adopt disaster management function as a primary one and not a side work thrust upon it. State & district level authorities cannot afford to wait for response forces such as NDRF all the time. Moreover, on many occasions, it might not be advisable nor feasible to obtain/deploy armed forces and NDRF. Hence state police must be prepared as response force. As mentioned earlier, there are several sources from where funds can be obtained for capacity building including training and infrastructure. Given the not so good future prognosis in view of climate change and other factors with respect to disasters, sooner it is done, better it is. In addition to capacity building, State governments have to bring about changes in law to empower the police and the supporting organisations such as home guards and civil defence.

Hence the local police must be trained, equipped and empowered so that they find themselves capable to support the victim in the 'golden hour'. Subsequently they can play supporting role to the specialist forces if and when they come in bigger emergency cases. On many occasions specialist forces are not required and the local police may retain the primary role to help the needy. The out side forces are also handicapped in operating in unknown area, among unknown people and here is the key to critical role of police.

7.3 SUMMARY OF RECOMMENDATIONS

1. Orienting Policies to focus on empowering Police:

- Amendment in institutional and legal framework: The subject should be included in one of the lists of the constitution preferably concurrent list.
- Disaster Management Acts and policies, Police Acts and police manuals may have to be amended to include, disaster management as one of the core function of police. Bihar and Kerala Acts have already done so.
- SHO should be empowered to command local resources in emergencies.
- More effective and broader representation of police in the National & State level policy making bodies e.g. NDMA, SDMA, NEC and SEC.
- DGP of the State should be member of the SEC.
- DG of NDRF should be member of NEC.

- Development of organizational structures/institutional mechanisms within the police organization and preparation of manuals / SOP's for functioning of police in different roles including search & rescue, relief operations.
- Protocols are needed for deploying resources in case of a disaster in a manner that is well-coordinated between district, state, and national emergency agencies including armed forces. Role of police agencies must be integrated and be able to cooperate with other police and emergency agencies.

2. Capacity Building:

- IPS Officers and State Police service officers should be adequately trained during their induction and also later on. They should also be sent to centres of excellence in the country. Each state must have core group of trainers.
- Police station level personnel should be trained in basic response including rescue, medical help, investigation, information dissemination, control room functioning etc. NDRF can be good source.
- State level Training Institutes (ATIs) and police training centres should be strengthened – provided funds for developing infrastructure and faculty for training.
- Administrative (ATI) should be engaged in training the community and police personnel, Civil Defence, home guards, NCC, NYK and panchayat volunteers etc.
- The training should focus on building capacity to adapt to changes in operational matters, specifically shift back and forth between emergency and crime control situations, involving such varied tasks as rescuing stranded citizens and controlling violence
- Establish adequate communication systems (among police, between police and other first responders, and between police and citizens), means of transportation and other equipment and a proper police command infrastructure.

The proposed practical measures would enhance efficacy of the responders

3. Reorganisation of auxiliary police forces:

CD, home guards & other support agencies whose presence is wide must be strengthened suitably with mandate, training and equipment. They can form huge pool of responders available locally. They can be used to build capacity of the vulnerable communities.

4. Preparing for planned and organize response:

Incident Response System adopted by Government of India as a response tool must be integral part of any response plan. As mandated, police organizations too should plan response as per IRS. Each district should have designated IRTs- incident response teams, which can be rushed to a site as first specialized support. Policemen must have real time exposure to IRS. Our police force should be provided basics facilities when deployed to any incident.

5. Suggested functions of police:

Search and rescue, mobilization of resources, safety of property and persons, crime control, VIP security and law and order, alternative communication system, traffic regulation, casualty information and family liaison officers,