Financing Disaster Management

With the paradigm shift in disaster management from post-disaster relief and rehabilitation to pre-disaster prevention and preparedness, demands for public investment on disaster management are on the rise across continents. The developed countries have been able to reduce the risks of disasters by huge investments on mitigation, preparedness and risk transfers mechanisms such as insurance etc. The developing countries are finding it difficult to mobilize resources with the result that the gap between risks and mitigation is widening. Large disasters are shattering the economies of many medium and small developing countries creating further setbacks to development. The extent of losses of some of these countries have been more than half of their GDP. They cannot recover from these losses unless generous humanitarian assistance are available from outside for recovery and reconstruction.

In the recent past, new initiatives have been taken by the United Nations through Central Emergency Response Fund and the World Bank through Global Facility for Disaster Reduction and Recovery to inject resources for relief and recovery but this has not really addressed the needs of risk reduction. Various studies have shown that overall humanitarian assistance has in fact been declining over the years. The current recession in the developed economies would further shrink international assistance for disaster management in the developing countries.

Therefore, the developing countries must look inward within their own countries and regions for more innovative and cost effective solutions. Community based preparedness initiatives in some countries have paid rich dividends at a low cost. Indigenous knowledge base have been utilized in some countries to enhance coping mechanisms at local level. Capacity building efforts at various levels have reduced the risks of disasters. Micro-finance and micro-insurance have provided cushions to the poor to face adverse consequences of disasters. Insurance and re-insurance in some of the emerging economics have reduced the burden of public exchequer for reconstruction after mega disasters. Innovative mainstreaming efforts have enabled many countries to find cost effective solutions to risks and to ensure that development does not create new disasters. Various modes of public-private-people partnerships have resulted in mobilizing private capital for public welfare.

It is necessary to learn from these experiences and develop innovative tools and methodologies of risk reduction at local levels to replicate and upscale them through strategic interventions and policy initiatives.
Financing Disaster Management in India
New Delhi, July 2008

The initiation workshop for the study of Financing Disaster Management in India was organized by the Institute on 2 July 2008 at SAARC Conference Hall, NIDM, New Delhi. It was attended by Principal Secretaries (Revenue & DM) or their nominees from 13 states as well as experts from various ministries / academic organizations. It was inaugurated by Dr. Sanjiv Misra, Hon'ble Member, XIII Finance Commission. In the Inaugural Address, he emphasized that the XIII Finance Commission has a tougher mandate to recommend disaster financing because of the DM Act 2005, the provisions of which stipulate the setting up of Response and Mitigation Funds respectively at different levels of governance. The issues that face the Commission related firstly to the definition and nature of disasters covered; whether man-made disasters should also be covered within the allocations. Secondly, the composition of the National Disaster Response Fund, as mandated by the Act need to be examined, whether NCCF should be merged with NDRF or left as separate entities.

Executive Director, NIDM gave an overview of the disaster financing scenario in India. He stated about the issues identified related to the types of hazards to be considered, and the financial implications thereof, constitution of the national level funds and the status of the existing funds, type of expenses to be debited to the National Fund, share of Central and State Government's contributions to the fund, criteria for allocation, financing of catastrophic disasters and maintenance of funds, institutional mechanism and insurance and re-insurance measures that can be initiated for funding. Mr. V.S. Senthil, Jt. Secretary, Dept. of Expenditure, MoF, mentioned that the current system of financing disasters needed a relook and revamp for getting the best out of the system. Disaster relief is an important part of the non-plan expenditure. He was of the opinion that rather than a government-led focus, the role of insurance and re-insurance should be emphasized in the system. With a strong legal implementation system, the settlement of cases should be quick and efficient.

National Workshop in Chemical Disaster Management
New Delhi, September 2008

National Institute of Disaster Management and Ministry of Environment & Forests jointly organized a two days National Workshop on Chemical Disaster Management from 30 September to 1 October 2008 at Scope Complex, New Delhi. The workshop was organized to assess the current status of prevention, preparedness, and management for chemical disasters in the country, identify the gaps and develop a plan of action for implementation of the national policies and the guidelines for management of chemical disasters.

Broad objectives of the workshop were (i) to discuss the present scenario of Chemical Disaster Vulnerability and Risk in different regions of India (ii) To evaluate the present level of Institutional and legal framework and identifying the gaps and critical challenges in addressing chemical disaster preparedness issues (iii) To identify and address the various mechanisms of managing information on chemical accidents, risk management and preparedness and capacity building needs and (iv) To develop a framework for the preparation of an action plan for the management of the chemical disaster risk and strategy for implementation of the action plans.
The workshop was inaugurated by Mr. R. H. Khwaja, Additional Secretary of Govt. of India, Ministry of Environment & Forests. During the inaugural address, he has emphasized on the need for an action plan to ensure the implementation of the provisions laid down under various laws and guidelines. Mr. P. G. Dhar Chakrabarti, Executive Director NIDM, during the inaugural session, stressed on the need for proper integration of chemical disaster risk into holistic DM framework at District, State and National level. The workshop was attended by 140 senior/top officials from various Central/State Ministries/departments, i.e., Factories & Boilers, Pollution Control Boards, Department of Health, Police, Fire, Industry & Commerce, Industrial Houses, NGOs and leading Corporate agencies (CII, FICCI and Assochem, etc).

Thematic deliberations included the topics like (i) National Status (ii) International Scenario (iii) Community Preparedness & Response (iv) Role of GIS (v) Capacity Building & Knowledge Needs (vi) Institutional Legal Framework for Disaster Management (vii) The Public Health Dimension in Chemical Incidents and Emergencies and (viii) Chemical Accident Information & Reporting System (CAIRS). Agency presentations were made by Oil Industry Safety Directorate (OISD), Indian Institute of Toxicological Research, Federation of Indian Chambers of Commerce and Industry (FICCI), Indian Council of Medical Research (ICMR), Petroleum & Explosives Safety Organization (PESO) and 11 state level presentations viz. Andhra Pradesh, Chattisgarh, Delhi, Gujarat, Karnataka, Kerala, Maharashtra, Mizoram, Orissa, Tamil Nadu and Uttar Pradesh delivered by either Chief Inspector of Factories and/or Chairman/Member Secretary of Pollution Control Boards.

Discussion based Group exercises were carried out on five themes (i) Institutional Legal Framework (ii) Tools and Techniques (iii) Risk Management Integration in development (iv) Capacity building and HRD and (v) Information Management and Knowledge networking, so as to evolve group recommendations on various themes which were summarized during the valedictory session. Integration of the functionaries of departments viz. environment, factories, industries and establishing disaster management cell at the Central/state environment departments has been greatly stressed during the deliberations. Besides, greater and more efficient application of GIS, web-based resources and other environmental system tools in disaster management has been highlighted. Capacity building at all levels and strengthening of the institutions to serve the purpose as delineated in the national guidelines, has been discussed to be a significant component in the framework of action. The outcomes of the workshop shall be utilized in development of national action plan.

**Workshop on Consultancy Needs and Services in Disaster Management**

*Chennai, August 2008*

Two days workshop on Consultancy Needs and Services in Disaster Management has been jointly organized by National Institute of Disaster Management, Consultancy Development Centre (CDC) and Indian Bank Management Academy for Growth and Excellence (IMAGE) at IMAGE Seminar Hall in Chennai, Tamil Nadu. The workshop was sponsored by Department of Scientific and Industrial Research, Ministry of Science and technology, Government of India. 36 delegates from various Government Departments like Agriculture, Fisheries, Fire, Public Works, Home Guards, Water Supply, Municipal Administration, Scientific/Academic Institutions like NIOT, Engineering Colleges, Private Sector, UN Organizations and NGOs participated in the workshop.

Disaster Management needs a wide range of multi disciplinary skills and expertise on state of art technologies, early warning systems, training and capacity building and construction practices. More often it is difficult to find such skills among the designated disaster managers and hence, the role of consultants is very important. Consultants are having specific technical skills and expertise and are familiar with cutting edge scientific innovations. They work on specific assignments without additional burden of routine administrative jobs and help in meeting the targets efficiently with high quality outputs. On the other side, the consultants exposed to other countries globally may not be in tune with the local conditions, needs and priorities. Understanding of the inherent problems and traditional coping mechanisms and practices are also important along with the specific skills. In the aftermath of major disasters in Asia Pacific Region, interdisciplinary and cross sectoral nature of disaster management opened windows for independent consultants to assist governments in addressing the post disaster needs especially in terms of reconstruction and rehabilitation.

The key objectives of the workshop were to (i) identify and inform professionals from various sectors on the opportunities of consultancy in disaster management, (ii) enable experts skilled in specialized sectors like construction, medicine, to effectively integrate disaster management issues into specific development project components, (iii) discuss with professionals the challenges in disaster related consulting in India and to develop a
plan of action for overcoming the same (iv) discuss and identify the need for a synergic linkage between the
governments and consulting professionals for delivery of efficient services in disaster management (v) integrate
professional knowledge and skill from all related sectors to form a comprehensive body of disaster related
knowledge and skills.

The workshop covered most of the issues with relation to the consultancy opportunities of disaster management
with special focus on identifying consultancy opportunities in the field of Disaster Management in pre and post
disaster phases and challenges and strategies to overcome. The overall feedback from the participants reiterated
the fact that there is a need for sector experts to be oriented towards the concepts of disaster management for
mutual benefits.

Nodal Responsibility for Planning and coordination of ICS training given to NIDM
New Delhi, August 2008

In the year 2003, the Ministry of Home Affairs (MHA) had decided that the Incident Command System (ICS) of the
United States shall be adapted to the Indian conditions and adopted for management of emergency situations in
the country. It was envisaged that 1 HQ Team comprising of 7 core and 18 auxiliary positions each at District, State
and National levels under the leadership of District Magistrate, State Relief Commissioner and Central Relief
Commissioner respectively and 2 or more District Incident Command Team (DICT) and 2 specialized State
Incident Command Team (SICT), each consisting of 8 core and 24 auxiliary positions shall be developed. A Road
Map of 45 months (January 2004 to September 2007) was drawn up for training 20394 personnel and the
institutional responsibilities for conducting the training programmes were assigned to LBSNAA, Mussoorie, 6
Regional Training Institutes at Hyderabad, Pune, Bhopal, Jaipur, Ranchi, Guwahati and 29 Administrative Training
Institutes. As against the target of 20394 functionaries, only 648 persons (3.2%) have been trained and none of the
States and districts has set up the HQ and ICT Teams.

MHA reviewed the status of progress of ICS training and institutionalization in August 2008 and decided that
henceforth, NIDM shall have the nodal responsibility for planning and coordination of ICS training, while LBSNAA
shall be responsible for ICS training for IAS probationers and inductees. MHA further asked NIDM to develop a
Revised Road Map for training and institutionalization of ICS. NIDM organized a brainstorming workshop on 3
September 2008 and thereafter, a revised roadmap has been prepared and submitted to the MHA on 8 September
2008. A total budgetary support of Rs. 24.49 crores is estimated for implementation of the scheme over a period of
30 months to train the backlog of trainers and State and District and State Level ICS Teams.

Visit to Naina Devi Temple Stampede Site
August 2008

Mr. Shaleen Kabra, Joint Director, NIDM visited Naina Devi Stampede site along with Mr. Shekhar Chaturvedi
and Mr. Jitendra Singh on 6-7 August 2008 to identify the critical issues at pilgrimage sites and to suggest
improvements in the management of mass gathering at shrines. The stampede incident happened on 3 August
2008, when about 150 persons were killed due to a rumour of a landslide at Naina Devi Temple Site in Himachal
Pradesh. The team aimed to prepare a model disaster management plan for shrines to prevent and manage such
incidences. A preliminary report has been submitted with information on causes of incident and
recommendations for effective response for avoiding such occurrences in future.

Extension and Expansion of Training Activities at NIDM

Training is one of the key activities of NIDM. The Institute conducts face-to-face, online and satellite based training
programmes. The trainings are organized both in its campus as well as off-campus, mostly in the State capitals at
the premises of the Administrative Training Institutes with whom NIDM has strategic partnership. In the recent
years, the number of training programmes conducted as well as the number of participants trained has gone up
considerably. During the year 2005-06, only 16 training programmes were organized for 480 participants while in
the subsequent year 2006-07, the number of trainings has been raised to 55 involving 1,010 trainees and in the
year 2007-08, there were 60 training programmes targeting 2390 participants. However, during the current year
2008-09, the Institute is organizing 75 training programmes and would train more than 2000 participants. In
addition, NIDM is extending support to 32 Disaster Management Centres in the States and UTs in training and
capacity building on disaster management. Every centre conducts a minimum of 26 training programmes and train
at least 400 participants annually. Together, the centres train more than 25,000 cutting edge functionaries of the
government. NIDM has also been made responsible for National Capacity Building Programmes for Engineers and Architects which have the target of training 20,000 practicing engineers and architects in collaboration with Indian Institutes of Technology, School of Planning & Architecture, and more than 300 engineering and architectural colleges throughout the country.

Besides expansion in terms of number of programmes, the themes of these training programmes have also been diversified and extended with the introduction of several new programmes covering a wide range of subjects and sectors. New programmes have been launched by NIDM during the present year. During this quarter, the following new training programmes have been organized.

i. 2-days training workshop on "Early Warning for Disasters: Last Mile Connectivity" was organized at NIDM from 3-4 July 2008. The program brainstormed on issues of last mile connectivity and available/potential future solutions for effectively communicating/disseminating early warning before a disaster.

ii. 5-days training programme on "Disaster Safe Hill Area Development" was organized in collaboration with G.B. Pant Institute of Himalayan Environment and Development, Sikkim Unit, Gangtok from 7 to 11 July 2008 at Gangtok, and was attended by 34 participants. The focus of the programme is on integrated holistic multi-hazard risk management and disaster safe sustainable development in hilly terrains.

iii. 2-days training workshop on "Chemical, Biological and Nuclear Disasters" was organized to sensitize the participants about the vulnerability of the country to CBRN hazards & threats and expose them to various aspects of effective management of CBRN disasters including the use of Standard Operating Procedures (SOPs) on CBRN matters was organised at NIDM on 28-29 August 2008.

iv. 2-days Training Programme on "Pre-hospital Emergency Care" has been held at NIDM on 10-11 September 2008. These programmes have been done in collaboration with Directorate of Health Services (DHS), Government of National Capital Territory, Delhi. A total of 84 doctors from government hospitals were trained on the subject.

The Institute has collaborated with World Bank Institute Washington to conduct online training programmes on Comprehensive Disaster Risk Management (basic course) as well as specialized areas of Community Based Disaster Risk Management, Financial Strategies in Disaster Management, Damage and Reconstruction Needs Assessment, and Safe Cities. The courses are open to all interested candidates. The Institute has organized 6 basic courses and 6 specialized courses and about 1200 participants were given training in online mode. Further, the Institute has imparted satellite based training with Administrative Training Institute Bhopal and Mysore. The training conducted through the ISRO community centres that have satellite based one-way video and two-way audio communication system. More than hundred centres join the programme simultaneously in which thousands of grassroot level functionaries take part.

**Integrated Emergency Management Course on Earthquake Response & Recovery**

*New Delhi, 15 -18 September 2008*

NIDM has entered into a collaborative arrangement with Emergency Management Institute (EMI) under the Federal Emergency Management Agency (FEMA), Department of Homeland Security, USA for training and capacity development of Government functionaries on various aspects of disaster management. The Institute in collaboration with EMI, FEMA USA conducted Integrated Emergency Management Course (IEMC) on "Earthquake Response and Recovery" from September 15 – 18, 2008 at New Delhi.

Under IEMC a realistic crisis situation is simulated within a structured learning environment, which remains almost real time experience to the participants to manage a disaster situation. During the course, an emergency scenario begins to unfold in sequence and as the course progresses, scenario-related events of increasing complexity, threat, and pressure occur. Participants develop emergency policies, plans, and procedures to ensure an effective response. The course culminates in a Simulation Exercise designed to test participant knowledge, awareness, flexibility, leadership, decision-making, and interpersonal skills under extreme pressure in the simulated environment. This Course seeks to integrate functions, resources, organizations and individuals for efficient management of disaster situations.

Keeping in view, the vulnerability of Delhi to earthquake, the IEMC was conducted for officers of East Delhi District. Deputy Commissioner (East) and over 50 senior officials from East District and other districts of Delhi
participated in the Course. The Course provided an opportunity to participants from various Departments of Government of Delhi and District Administration (East District) to rehearse their real-life roles in a realistic emergency situation, while at the same time identifying additional planning and preparedness needs for response and recovery in disaster situations post earthquake. A key outcome of this Course was enhanced overall capacity for preparedness and response to major disasters or catastrophic disasters.

Simulation Exercises in IEMC
The simulation exercise is conducted by a Group of Exercise Controllers, Observers and Monitors. The Exercise conducted during the course emphasized on protecting life and livelihood of disaster affected people, coordination and communication between stakeholders at different levels and application of efficient and effective methods for quick response. For the Earthquake simulation exercise, participants from the Government of Delhi were divided at three levels:

The Policy Group: The Policy Group constituted of Heads / senior level participants from key departments. The Group was responsible for discussing the situation projected by the Exercise Controllers, take policy decisions, decide response, recovery and mitigation priorities and inform the Media/ Political Heads.

The EOC Group: This Group constituted of senior and middle level officers from various line departments and district administration who had to assess the situation, work-out requirements of resources, coordinate with their counterparts and manage the resources to combat the disaster and meet all critical needs.

The Operations Group: This Group was responsible for carrying out the operations based on the disaster management plan and procedures in the simulated field conditions. The Group comprised of personnel working at cutting edge level in the district from Police, Fire service, Emergency Medical Service, Public Works, Utility Companies, voluntary organizations, etc. During the simulation exercise, the Group was tasked to address issues of chain of command, flow of information between and within individual organizations and disciplines and other operational issues in a disaster situation.

The Media Centre: A Media Centre was established for live reporting of unfolding events. The three groups were connected with the Media Centre and were expected to take into considerations the inputs from Media Centre.

Papers


NIDM in International Forum

• Shri P.G. Dhar Chakrabarti, ED NIDM participated in the Workshop on Indigenous Knowledge and Disaster Risk Reduction: From Practice to Policy at University of Kyoto, Japan from 23-29 July 2008.

• Shri P.G. Dhar Chakrabarti, ED NIDM participated in the Regional Programme Coordination Workshop for the Earthquake Risk Reduction and Recovery Preparedness Programme for South Asia in Nepal from 10-12 August 2008.

• Dr. R. K. Mall participated in the "Consultation Workshop on GLOF and Flash Flood Risk Assessment in the Hindu Kush-Himalayas" to be held from 30 July to 1 August 2008 at Katmandu, Nepal organized by ICIMOD.

• Shri Amir Ali Khan participated in the Workshop on Indigenous Knowledge and Disaster Risk Reduction: From Practice to Policy at University of Kyoto, Japan from 23-25 July 2008.

• Shri Shaleen Kabra, Joint Director NIDM participated in the Integrated Emergency Management Course at EMI, Maryland, USA from 18-22 August 2008.

Appointments / Resignations

• Prof. V.K. Sehgal, Head Hymet Division was relieved from NIDM on 1 August 2008 on completion of his tenure at NIDM

• Mr. Kamal Nagia, has been relieved from the post of Personal Assistant to Executive Director on 5 August 2008

• Ms. Poonam Gupta joined as Personal Assistant on contractual basis w.e.f. 19 August 2008

• Mr. Jatin Lamba, Stenographer has been relieved from NIDM on 5 September 2008

Major Activities of NIDM

Training Programmes

• Early Warning of Disasters: Last Mile Connectivity, NIDM, New Delhi, 3-4 July

• Formulation of District Disaster Management Plan, ATI, Himachal Pradesh, Shimla, 7-11 July

• Disaster Safe Hill Area Development, ATI-Sikkim, Gangtok, 7-11 July

• Disaster Health Care Management, NIDM, New Delhi, 7-11 July

• Formulation of District Disaster Management Plan, ATI Tamil Nadu, Chennai, 21-25 July

• Comprehensive Landslide Risk Management, ATI-Goa, Panaji, 21-25 July

• Cyclone Management and Mitigation, NIDM, New Delhi, 21-25 July

• Role of Geo-information in Disaster Management, NIDM, New Delhi, 28 July-1 August

• Management of Risks to Cultural Property, NIDM, New Delhi, 4-8 August

• Mainstreaming Disaster Risk Reduction in Development, NIDM, New Delhi, 6-8 August

• Disaster Safe Building Codes & Designs, ATI - Karnataka, Mysore, 4-8 August

• Capsule Course on Disaster Management for APPA Participants, NIDM New Delhi, 11-13 August

• Role of Media in Disaster Management, NIDM, New Delhi, 11-13 August

• Formulation of District Disaster Management Plan, ATI - Chhattisgarh, Raipur, 18-22 August

• Children & School Safety, NIDM, New Delhi, 18-22 August

• Cyclone Risk Mitigation & Management, ATI-Orissa, Bhubaneshwar, 18-22 August
- Chemical, Biological Radiological, Nuclear (CBRN) Disasters, NIDM, New Delhi, 25-29 August
- International Course on “Basics of Disaster Response” in collaboration with UNHCR, New Delhi, 25-29 August
- Gender Issues in Disaster Management, NIDM, New Delhi, 1-5 September
- Urban Risk Mitigation & Management, ATI, Haryana, Gurgaon, 1-5 September
- Risk Financing & Risk Insurance, NIDM, New Delhi, 8-12 September
- Integrated Emergency Management, NIDM, New Delhi, 15-18 September
- Drought Mitigation & Management, AMR-APARD, ATI- Andhra Pradesh, Hyderabad, 22-26 September
- International Training Course on Disaster Safety in Schools for Education Sector Officers of Government of Sri Lanka, New Delhi, 22-26 September
- Comprehensive Landslide Risk Management, NIDM, New Delhi, 22-26 September
- Basics of Disaster Management for NDRF Commandants, NIDM, New Delhi 29 September - 1 October

**Upcoming Events (October - December 2008)**

- National Institute of Disaster Management (NIDM) and Ecole Polytechnique Federale De Lausanne (EPFL), Switzerland with financial support from the Swiss Agency for Development and Cooperation, India (SDC) is conducting a “Certificate of Advanced Studies Course in Disaster Risk Reduction: Vulnerabilities and Capacities in the context of Climate Change”. Part one of the course is being conducted in Lausanne, Switzerland form 1-12 September, 2008 and part two will be in Bangalore, India (3-14 November, 2008).
- Earthquake Risk Mitigation & Management, IMPA, Srinagar, J & K, 13-17 October
- Course on Disaster Management for NDRF Commanders, NIDM, New Delhi, 20-24 October
- Community Based Disaster Management, ATI –UP, Lucknow, 20-24 October
- Course on Disaster Management for NDRF Commanders, NIDM New Delhi, 3-7 November
- Disaster Health Care Management, NIDM, New Delhi, 17-21 November
- Industrial & Chemical Disasters, HCMRIPA, Rajasthan, 17-21 November
- Course on Disaster Management for NDRF Commanders, 24-28 November
- Earthquake Risk Mitigation & Management, ATI- Assam, 1-5 December
- Post Disaster Reconstruction Practices, NIDM, New Delhi, 11-12 December
- Damage, Loss and Needs Assessment, ATI- Maharashtra, Pune, 15-19 December
- Course on Flood Risk Mitigation & Management, ATI- Bihar, 15-19 December
- Role of Geo-information in Disaster Management, NIDM, New Delhi, 15-19 December
- Transportation of Hazardous Chemicals, New Delhi, NIDM, New Delhi, 22-23 December

**Online Training Programme with WBI**

- Community Based Disaster Risk Management, 22 September 17- October
- Financial Strategies on Disaster Management, 1–26 December

---

**We welcome comments/responses/articles from readers of our Newsletter**

**NIDM Newsletter Vol. III, No.3, July-September 2008**

---

**nidm**

Address for communication:  
Executive Director  
National Institute of Disaster Management  
5-B, IIPA Campus, I.P. Estate, M.G. Road,  
New Delhi 110 002  
Email: ed.nidm@nidm.net  
Fax: 011 2370 2446  
Phone: 011- 2370 2445  
Website: www.nidm.net