

**Editorial Board**

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Too many innocents have lost their lives  
 For no fault of theirs  
 For no wrath of nature  
 Nor for anger of God  
 They thought out to be .....  
 It's our fault  
 All of us who have some role to play .....  
 Lets put all our head and heart together to make it happen  
 That thousands would not die again  
 Before we make them learn to live  
 And Live with the Risks...

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**From the Editor's Desk...**

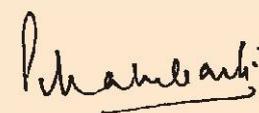
In a country of contrasting vulnerabilities and regular disaster occurrences, the system of managing disasters requires a comprehensive strategy, planning and action at various levels. Strangely enough, this realization has gained ground globally during the last decade. It is heartening that once the movement for a comprehensive strategy has begun, the momentum has not diminished with time, rather picked up, with remarkable initiatives being taken the world over. The recently adopted Hyogo Framework for Action (HFA) and subsequent intellectual churning on its components have been manifested in a complete paradigm shift in disaster management in many countries.

In the last issue of Tidings, we discussed the deliberations at Beijing and the framework developed. In November 2005, a meeting of the Inter Agency Task Force of the ISDR discussed the implementation modalities of the Hyogo Framework and other components of disaster risk reduction. We bring you a brief report of the event in this issue. We hope that the global deliberations would result in vibrant discussions on the forum of Tidings.

In this issue, we also try to look at the major Indian initiatives taken for institutionalizing a system of efficient and effective disaster management. The Disaster Management Act 2005 has been notified, the National Disaster Management Authority (NDMA) has been constituted and the Administrative Reforms Commission has been mandated to consider the response system for disaster management. We bring you an overview of major initiatives taking place globally and nationally.

The Management Committee of NIDM had its second meeting and took important decisions which would give a fillip to its expanding activities. We request you to share with us your comments on our news and views to make this newsletter a vibrant discussion platform it was meant to be.

We at NIDM wish you all the best for the year 2006 and hope to find you in our endeavour for a DISASTER FREE INDIA!



**P.G. Dhar Chakrabarti**  
 Executive Director, NIDM  
 Editor

## The Disaster Management Bill 2005: Towards a Comprehensive Management System

The Disaster Management Act, 2005 came into the statute book on 26<sup>th</sup> December 2005 by a Gazette notification, exactly on the anniversary of the devastating tsunami of 2004, which killed nearly 13,000 people in India alone and affected 18 million people. The Act provides a legal and institutional framework for “the effective management of disasters and for matters connected therewith or incidental thereto.”

The Act defines a “disaster” as a catastrophe, mishap, calamity or grave occurrence in any area, arising from natural or man-made causes, or by accident or negligence which results in substantial loss of life or human suffering or damage to, and destruction of, property, or damage to, or degradation of, environment, and is of such a nature of such a nature or magnitude as to be beyond the coping capacity of the community of the affected area. “Disaster Management” is a continuous and integrated process of planning, organizing, coordinating, and implementing measures which are necessary or expedient for prevention of danger or threat of disasters, mitigation or risk reduction of severity or consequences of disasters, capacity building, preparedness, prompt response, damage assessment, evacuation, rescue, relief, rehabilitation and reconstruction.

The Act provides for the constitution of a National Disaster Management Authority (NDMA) which is entrusted with the responsibility of laying down the policies, plans and guidelines for disaster management for ensuring timely and effective response to disasters. The NDMA is authorized to constitute an Expert Committee consisting of experts in the field of disaster management and having practical experience in disaster management at the national, state and district levels to suggest and recommend measures for different aspects of disaster management. The Act also provides for the constitution of a National Executive Committee under the chairmanship of the Home Secretary to assist the Authority in performance of its functions. The National

Executive Committee would comprise of the Secretaries to the ministries/departments of agriculture, defence, drinking water supply, environment & forests, finance (expenditure), health, power, rural development, telecommunication, space, science & technology, urban development, water resources and the Chief of the Integrated Defence Staff of the Chiefs of Staff Committee, ex officio. The National Executive Committee is empowered to constitute sub-committees and nominate experts to dispense with its functions. The National Executive Committee is mandated to assist the Authority in the discharge of its functions, implement the policies and plans of the NDMA and ensure the compliance of directions issued by the Central Government for the purpose of disaster management in the country.

A National Plan for Disaster Management is to be prepared, by the National Executive Committee with regard to the National Policy, in consultation with the State Governments and other expert bodies/organizations, to be approved by the National Authority. The National Plan shall include, inter alia, the prevention and mitigation measures to be taken, measures for integration of such measures into the development plans, preparedness and capacity building measures to effectively respond to disasters and the roles and responsibilities of the various ministries and departments for delivering these activities. The National Authority is also expected to frame guidelines for provision of minimum standards of relief, special provisions to be extended to widows and orphans and ex gratia assistance for restoration.

The Act provides for the setting up of State Disaster Management Authorities under the chairpersonship of the Chief Minister for laying down disaster management plans and policies of the state, coordinate implementation, lay down guidelines, recommend provision of funds for mitigation and preparedness, review the measures taken for preparedness, mitigation

and disaster risk reduction. The State Government is empowered to constitute the State Executive Committee under the chairpersonship of the Chief Secretary and four secretaries of relevant departments. This Committee is responsible for implementing the national Plan and the State Plan and act as the coordinating and monitoring body for management of disasters in the state. The Committee will prepare the State Disaster Management Plan as per the guidelines laid down by the National Authority after consultation with local authorities, departments and people's representatives, as the Committee may deem fit. Every state will constitute a District Disaster Management Authority under the co-chairpersonship of the District Magistrate and the President of the Zilla Parishad. The District Disaster Management Plan shall be prepared by the District Authority.

The Act makes the National Institute of Disaster Management a statutory body to function within the broad policies & guidelines laid down by the National Authority and be 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. NIDM is thus required to design, develop and implement training programmes, undertake research, formulate and implement a comprehensive human resource development plan, provide assistance in national policy formulation, assist other research and training institutes, state governments and other organizations for successfully discharging their responsibilities, develop educational materials for dissemination and promote awareness among stakeholders in addition to undertake any other function as assigned to it by the Central Government.

The Act also provides for the constitution of the National Disaster Response Force under general superintendence, direction and control of the National Authority and creation of the National Disaster Response Fund and the National Disaster Mitigation Fund.

## **Administrative Reforms: Towards Enhanced Preparedness & Quick Response**

Government of India has constituted a Commission of Inquiry to be called the second Administrative Reforms Commission under the chairmanship of Shri Veerappa Moily to prepare a detailed blueprint for revamping the public administration system. The Commission has the mandate to suggest measures to achieve a proactive, responsive, accountable, sustainable and efficient administration for the country at all levels of government.

The specific terms of reference of the Commission include Crisis Management to suggest ways to (a) quicken the Emergency Responses of administration, and (b) increase the effectiveness of the machinery to meet the crisis situation and enhance crisis preparedness.

The Commission has asked the National Institute of Disaster Management to carry out a study about various aspects of natural and man made disasters and give its analysis, findings and recommendations on the following six elements:

- 1) Identification of areas prone to the crisis
- 2) Preventive and preparedness measures
- 3) Early warning systems
- 4) Mitigation measures
- 5) Emergency response systems
- 6) Relief and rehabilitation measures

The Institute has prepared a Concept Paper and a Questionnaire for eliciting views, comments, suggestions, perspectives and opinions from Institutions, organizations and individuals on the subject. The Concept Paper was discussed with concerned Ministries, Departments and organizations of Government of India in a National Consultation Workshop at New Delhi. Based on the deliberations, a Base Paper was prepared for discussion at three Brainstorming Regional Workshops at Jammu, Chennai and Mumbai. Each Workshop focused on specified themes and considered case studies of how disaster situations were dealt with at state and district levels. The Institute expects to complete its study by the end of March 2006.

## Developing Indicators to Measure Progress of Implementation of Hyogo Framework of Action: An Indian Perspective

The World Conference on Disaster Reduction 18-22, January 2005, Kobe, Japan had adopted the Hyogo Framework for Action, 2005-2015: Building the Resilience of Nations and Communities to Disasters. HFA prescribed 5 Priorities for Action (PFA), further divided into a set of 11 Activities and 51 sub-activities and at least 148 action points.

HFA mandated the International Strategy for Disaster Reduction (ISDR) to develop “generic, realistic and measurable indicators” for assessing the progress in the implementation of the framework, keeping in mind available resources of individual States. Once that first stage has been completed, States shall be encouraged to “develop or refine indicators at the national level reflecting their individual disaster risk reduction priorities, drawing upon the generic indicators”.

ISDR was set up at the end of International Decade for Natural Disaster Reduction (IDNDR), observed by the global community during the 1990s, to carry forward the mission of “building disaster resilient communities by promoting increased awareness of the importance of disaster reduction as integral component of sustainable development with the goal of reducing human, social, economic and environmental losses due to the natural hazards and related technological and environmental disasters”.

An Inter-Agency Task Force (IATF), comprising of representatives of 16 agencies, organizations and programmes of UN system, 9 regional entities and 8 civil society and professional organizations provide the policy guidance to the ISDR Secretariat for the discharge of its functions.

A Working Group of ISDR prepared a draft paper on the development of indicators which was discussed in the 11<sup>th</sup> IATF meeting held on 25<sup>th</sup> May, 2005. The paper developed tentative global benchmarks and indicators without indicating how data on various processes shall be collected and compiled. It was decided that an On-

Line Dialogue may be held to obtain views and comments on the draft. Mr. Philip Buckle and Mr. Graham Marsh, who moderated this dialogue, submitted general endorsement of the draft.

A Technical Session of IATF was held on 21<sup>st</sup> November, 2005 during its 12<sup>th</sup> meeting to discuss a few national perspectives. A presentation on the Indian perspective was made by ED, NIDM to further carry forward the dialogue of development of indicators. It was emphasized that most of the activities and sub activities of the PFA are meant to be implemented by the member countries and, therefore, the global indicators must be developed on the basis of realistic national indicators.

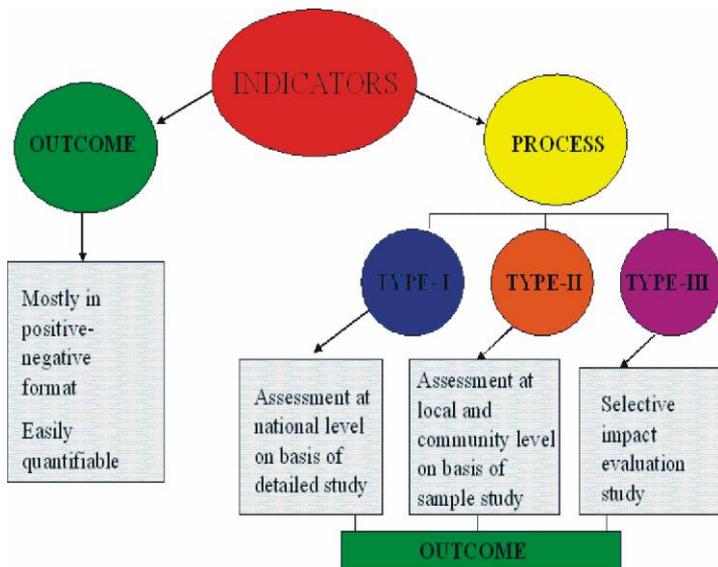
Disaster reduction mechanism in most of the States in the developing world is still in its early infancy. National statistical systems on disasters are not well developed. Some basic data on current disasters may be available but time series data on disasters and process related data for capturing the progress achieved in the implementation of the framework are hardly available.

Most of the activities and sub activities prescribed by HFA are process orientated and information on such processes are mostly are not available in public domain. Development Goals of MGD and WSSD add more variables to these component making the matrix more complex and measurement of performance even more difficult.

In order to make this task ‘generic, realistic and measurable’ the Indian presentation suggested that the indicators may be broadly divided into two types: Outcome and Process Indicators. The Outcome Indicators can be easily compiled on positive-negative format and measured statistically, but Process Indicators on a country-wide framework is hardly available nor can such data be captured easily. Therefore, innovative methodological tools have to be adopted.

*<sup>1</sup>This is a background abstract of the presentation made by ED NIDM at the Technical Session of the 12th IATF Meeting of the ISDR held at Geneva on 21st November 2005.*

## Measuring HFA Indicators: Suggested Methodology



Analysis of HFA would indicate that out of 51 sub-Activities, a maximum of 14 can be assessed through Outcome Indicators but the remaining 31 are essentially process oriented. The Process Indicators can be broadly classified into three types. Type I processes mostly relate to the national level, Type II processes are conducted at the local and community levels, while Type III processes are essentially in the nature of evaluation and impact of some of the processes. Type I processes are 12 in numbers and can be assessed comprehensively on the basis of various details that can be collected at the national level. Once these details are available Outcome Indicators on these processes can also be developed. Type II processes are 9 in numbers which cannot be assessed comprehensively and therefore, structured studies in chosen areas among representative communities shall be the only realistic methodology, while the remaining 10 Process Indicators can only be evaluated qualitatively in a few selected areas. Based on these assessments and evaluation studies, quantitative tools can be developed for converting the Process Indicators into Outcome Indicators which would then be amenable to measurement in quantitative terms.

## INSTITUTE NEWS

### Major Activities of NIDM

- Training Programme on Disaster & Gender issues at ATI Mysore, November 28-30, 2005
- Annual Training Conference at NIDM, New Delhi December 12-13, 2005
- Workshop on District Disaster Management Plan at ATI Guwahati, December 15-17, 2005
- Training Programme on Gender Issues at NIDM New Delhi, January 4-6, 2006
- Training Programme on Disaster Management for Fisheries Sector Scientists at NIDM New Delhi January 30-February 3, 2006.
- Sensitization Workshop on Disaster Management for Senior Functionaries of the Nehru Yuva Kendra Sangathan (NYKS) at NIDM New Delhi on 23-24 February 2006

### NIDM in International Forum

- Executive Director, NIDM visited Dhaka on 7-9 February 2006 to lead an Indian delegation to the SAARC Expert Group on Formation of a Comprehensive Framework on Disaster Management. The event highlighted the need for regional cooperation in managing disasters which do not necessarily remain confined to national boundaries and the extent of devastation of some disasters are so enormous that it remains beyond the capacity of many countries to cope with. The meeting discussed appropriate model of regional cooperation in South Asia taking into account the present and the emerging state of cooperation among the countries in the region. The setting up of the proposed SAARC Centre for Disaster Management & Preparedness in New Delhi was discussed and India offered to host the follow-up meeting in New Delhi in April 2006.
- Professor Santosh Kumar was invited to a three day international workshop on "Rethinking on Capacity Development of Disaster Risk Reduction: Action

2005-15” from 13-15 February 2006 at Geneva. The event was organized by UNDP, Geneva in collaboration with the ISDR, Secretariat, Geneva to take stock of the global initiatives taken so far for the capacity building and draft new global strategies for capacity development for disaster risk reduction. In all ninety one participants participated from eighty countries in the workshop. He also visited the Swiss Agency for Development & Cooperation (SDC) to identify areas of mutual cooperation.

### **Stakeholders Workshop on HFA anniversary at NIDM!**

The World Convention on Disaster Reduction held at Kobe, Japan on 18-22 January 2005 had adopted the Hyogo Framework of Action 2005-15: Building the Resilience of Nations and Communities to Disasters. The HFA has outlined five priorities for action and eleven key



activities to be taken up by all the stakeholders at national, international and regional levels and called upon the nations to create and strengthen a national platform of stakeholders to ensure that disaster risk reduction is a national as well as a local priority. The Secretariat of the UN International Strategy for Disaster Reduction (ISDR) at Geneva has been entrusted with the responsibility of assisting the nations in the implementation of the HFA. On the first anniversary of HFA, NIDM an UNISDR came

together to organize a Stakeholders' Workshop on the issues and implementation modalities of HFA. The Workshop was held on 23<sup>rd</sup> January 2006 at NIDM. Mr. Sálvano Briceño, Director of UNISDR and Shri Praveen Pardesi, Senior Advisor, UNISDR attended the workshop and briefed the participants about the HFA and future plan of action. A documentary film “Everybody's Business” was released on this occasion.

The workshop was well attended by represented from the National Disaster Management Authority (NDMA), Ministry of Home Affairs and other ministries, State Governments, Research and Training Institutes, Science & Technology Organisations like ISRO, IMD, CWC, Corporate Sector and prominent national and international NGOs working in the field of disaster management.

The deliberations were centred on the priorities of action outlined in the HFA. The major issues, which were deliberated upon included legal and institutional framework for disaster risk reduction, mainstreaming disaster mitigation in development, early warning system, use of knowledge, innovation and education to build a culture of safety and resilience at all levels and strengthening disaster preparedness for effective response. In this context, the initiatives taken by India on the Early Warning System, Capacity Building, Emergency Response and the perspectives of Corporate Sector and Civil Society were discussed for more effective disaster risk reduction. Mr Salvano expressed his deep satisfaction at the various initiatives taken by India in recent years.



## NIDM in Partnership!

Keeping with its mandate of developing synergic relations with other institutions working in various fields of disaster management, NIDM is networking with various organizations at the national and global level. MoUs were signed last month with the Indian Institute of Public Administration (IIPA), All India Institute of Local Self Government (AIIILSG), Mumbai, Vellore Institute of Technology (VIT) and National Safety Council (NSC).



**IIPA**



**NSC**



**AIIILSG**



**VIT**

**(MoU signed in the presence of Hon'ble HM)**

I believe that every person has the potential to be a perfect embodiment of non-violence.  
If you generate the quality of non-violence within you it will spread  
out to the world from you like a mighty storm.

- Mahatma Gandhi

## NIDM Management Committee Meets on 11<sup>th</sup> November 2005

The Second Meeting of the Management Committee of NIDM was held on 11<sup>th</sup> November 2005. The meeting, chaired by the Home Secretary took important decisions regarding development of a new campus for NIDM, recruitment of additional staff and faculty, collaboration with national & international bodies, institutions and universities, taking up consultancies, projects, assignments with other organizations.

## UPCOMING EVENTS

- \* Training Programme on Disaster Management for NYKS Functionaries at Bhopal, Bangalore, Guwahati, Chandigarh, Chennai, Dehradun, Pune, Jaipur Bhubaneswar facilitated by NIDM Faculty, March 2006
- \* Training Programme on Earthquake Risk Mitigation & Management at NIDM, 17-21 April 2006
- \* Training Programme on Flood Management & Mitigation at ATI Patna, April 17-21, 2005
- \* Training Programme on Cyclone Mitigation & Management at NIDM, April 24-28, 2006.
- \* Training Programme on Disaster Health Care Management at NIDM, 1-5 May, 2006
- \* Training Workshop on preparation of District Disaster Management Plan, ATI Shimla, 1-3 May, 2006

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

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