

# White Paper on Capacity Building and Training in DRR for India

Deliverable 15

Preparing Long Term Training and Capacity Building Strategy for Disaster Risk Reduction in India, under NCRMP



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## FOREWORD

This white paper on training and capacity building for disaster risk reduction in India is the outcome of a country wide study carried out under Government of India's National Cyclone Risk Mitigation Project (NCRMP) during 2012-2014.

While the focus of this World Bank supported project is on cyclone risk mitigation, the study goes beyond cyclone to cover earthquake, tsunami, floods, drought and landslides as the major natural hazards in the country. The study does not cover man-made disasters like fires, terrorist attacks, oil spills, disease outbreaks, chemical and industrial disasters, but recognises the fact that the boundaries between natural and man made disasters have increasingly blurred over the years and this understanding needs to inform all disaster risk reduction (DRR) efforts at different levels.

Besides being multi-hazard, the study has also been multi-sector and multi-level in nature. The study looks at four key sectors of local self-government, rural development, education and health and covers national, state, district and sub-district levels. The study considers disaster risk reduction (DRR) and climate change adaptation (CCA) as being mutually inclusive and an integral part of the larger agenda of safe and sustainable development.

Agenda of safe and sustainable development at the global level is embodied in Millennium Development Goals (MDGs) and Hyogo Framework for Action (HFA) sets the global agenda for disaster risk reduction. Global climate talks and agreements, though are not very conclusive so far, do underline the need to address climate change adaptation (CCA) issues across communities and countries as a matter of development priority. Government of India has its National Climate Action Plan (NCAP) drawn up in 2005.

People, particularly the poor, and their vulnerabilities and capacities constitute the core concern of DRR, CCA and safe and sustainable development. Both institutional and human capacities are required to combat the impact of climate change and to reduce the multiple disaster risks that vulnerable communities carry across more than twenty nine states in India, which are multi-hazard prone.

The study reveals that while there is a robust institutional framework at the national and state levels for disaster management, required capacities to ensure effective DRR and CCA at the district and sub-district levels have yet to be developed. The biggest gap is in terms of community capacity and preparedness to deal with disasters, which was found to be largely missing across most of study states and districts. This calls for serious policy attention at the national level. An obvious lack of effort and coordination between state and non-state actors to plan and undertake joint DRR initiatives on the ground emerged as another major concern of the study.

Quality in capacity building processes was one of the areas the study covered, and an accreditation process and suggested approach emerged from it that covers training as well as research and education. Additionally, it looked at public awareness and instruments such as media strategy, training of journalists and tool kits for their functioning as elements critical for overall capacity building in disaster risk reduction. These are covered in this white paper as interconnected elements that relate to training as aligned pillars of a national capacity building approach that is comprehensive, takes a community based approach, and ensures quality in all its aspects.

In view of this backdrop, this white paper seeks to provide a comprehensive national policy framework for training and capacity building for disaster risk reduction in India across sectors.

## 1. NATIONAL POLICY ON TRAINING AND CAPACITY DEVELOPMENT FOR DISASTER RISK REDUCTION (DRR) IN INDIA

### 1.1 Background<sup>1</sup>

- 1.1.1.** India due to its unique geo-climatic conditions and ecological and socio-economic vulnerabilities is prone to multiple disasters that include earthquake, landslide, cyclone, flood and drought. Frequency and severity of disasters have been increasing over the years, particularly since Odisha Super Cyclone of 1999. Communities at risk and their vulnerabilities and capacities have been found to be central not only to disaster management (DM) and disaster risk reduction (DRR) concerns, but also to climate change adaptation (CCA) and sustainable development efforts, which are all intimately inter-linked.
- 1.1.2.** More than 400 million people in India live in poverty<sup>2</sup> with precarious livelihoods and poor access to basic services such as housing, electricity, education, health, water and sanitation. It is common knowledge that the poor are invariably the worst hit during disasters due to their high vulnerability and low coping capacity. Besides the poor, women, children, old, sick and the challenged constitute the most vulnerable groups in disaster related emergencies.
- 1.1.3.** Women despite functioning as disaster managers and community leaders are often seen as victims and a vulnerable group rather than as major stakeholders. This calls for engaging with women and their grassroots organisations as potential partners for DM and DRR initiatives. It is being increasingly acknowledged that enhancement of community capacity with a focus on women empowerment is the key to effective disaster risk reduction initiatives on the ground.
- 1.1.4.** Large scale destruction of infrastructure, assets, resources and services due to disasters and their uneven spread and impact pose a veritable threat to sustainable and equitable development and have significant implications for growth and equity. As per available studies, economic losses due to disasters in south Asian region in general and India in particular are fairly high<sup>3</sup>. Besides, there is emerging evidence to the effect that more poor people are being pushed further into poverty due to loss of assets and livelihoods as a result of disasters.
- 1.1.5.** This goes to suggest that disasters have huge social and economic costs to the country and, therefore, investing in capacity development at the national level is likely to contribute substantially to safer development by considerably reducing the disaster related losses and costs in the country.
- 1.1.6.** A truly robust and rewarding capacity development strategy has to be based on an informed understanding of the country context and has to be need based and demand driven. As the key to effective DM and DRR lies in safe and sustainable development, mainstreaming DRR into development is seen as being critical to long term gains in effective disaster mitigation.
- 1.1.7.** Disaster Management Act 2005, National Policy on Disaster Management 2009, and National Training Policy 2012 have already set the broader policy context for devising a

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<sup>1</sup> This policy is drawn on the basis of extensive consultations with multiple stakeholders during field study across six project states and 24 project districts therein followed by an intensive consultative workshop organized by NIDM in Delhi.

<sup>2</sup> <http://www.worldbank.org/en/country/india/overview>

<sup>3</sup> Oxfam (2008) estimates that between 2 and 6 percent of South Asia's GDP is lost to disasters every year. Also, as per a World Bank study, economic losses due to disasters account for more than 2% of India's GDP and up to 12% of central government revenues (Lester and Gurenko, 2003).

training and capacity development policy and strategy for disaster risk reduction (DRR) in India.

- 1.1.8. State level DM Acts and policies in some states as in Gujarat, Bihar, Odisha, West Bengal, and Arunachal Pradesh have created a favourable policy environment at the state level to pursue organised training and capacity building efforts. But challenges related to putting the policy into practice as intended remain to be addressed.
- 1.1.9. Multi-stakeholder partnerships have emerged involving multilateral and bilateral aid agencies and international NGOs. Presence and participation of Inter Agency Groups (IAGs) in coordinating DM and DRR activities including training and capacity development activities in many states are a case in point.
- 1.1.10. Capacity development includes but is not limited to training. Significant non-training factors such as policy, strategy, work culture, enabling environment, infrastructure and finance have a major bearing on capacity to perform and produce results. This draft policy and strategy document however deals specifically with training and its implementation for effective DRR at the national level. Training is widely considered to be a powerful instrument for building the capacities of functionaries by enhancing and upgrading their knowledge, skills and competencies on a regular and periodic basis.
- 1.1.11. Training in order to be truly effective has to be conceived and implemented as part of a larger capacity development vision and agenda for effective disaster risk reduction with a safe and sustainable development perspective.
- 1.1.12. Study indicates that most of the training interventions being designed and implemented currently are not linked to an agreed larger capacity development vision and agenda: they are not based on clearly identified needs; are not in response to manifest demand from those for whom it is meant; and are largely supply driven. This framework has been designed to address these gaps in existing training practices.
- 1.1.13. The design of the framework takes into consideration existing institutional and human capacities to design and deliver training and capacity building programs and suggests a strategy that looks more realistic and actionable in view of both present and potential capacities to do things and achieve effective DRR outcomes on the ground.

## 1.2. Capacity Development

**1.2.1 Capacity Development Vision (CDV):** India has the in-house capacity to ensure effective disaster reduction in the country including mainstreaming of DRR and CCA concerns within development policies, plans and programmes.

This will practically imply that Government of India, state governments and the communities living with disaster risk within the Indian territory have the capacity at the national, state and local levels to deal with disasters effectively by: reducing disaster risks; undertaking effective disaster mitigation measures; responding effectively to disasters; and engaging in long term recovery and reconstruction programs leading to safe and sustainable development; besides ensuring that development policies, programs and projects do not create new disaster vulnerabilities. This vision entails Climate Change Adaptation (CCA) concerns as an integral part of DRR and sustainable development initiatives.

Capacity development of Armed forces, police, NCC, NSS, Scouts and civil defence volunteers will also constitute an integral part of this Capacity Development Vision of India.

**1.2.2 Capacity Development Goals (CDG):** Broad CDG at the national and state levels can be defined as follows:

- competence to respond to disasters in time and effectively

- competence to ensure that development programmes and projects do not create new disaster vulnerabilities
- competence to undertake effective disaster mitigation measures
- competence to reconstruct better than before
- competence to engage in recovery as an opportunity for improved and inclusive development

Achievement of these capacity development goals needs to be measured against some tangible capacity benchmarks that could guide practical action.

**1.2.3 Capacity Benchmarks:** Capacity benchmark is a marker of the required and agreed capacity levels to be achieved. For the purpose of this framework, capacity benchmarks are defined as follows:

- 100% of the policy makers and program/project designers and managers at the central and state levels are trained in different aspects of disaster management and disaster risk reduction as per identified training needs and in response to demand from various ministries and departments
- Minimum of 50% of the funds and resources earmarked for disaster management (DM) at the national and state level are being used for disaster risk reduction (DRR) initiatives
- 100% of the national flagship development programmes have mainstreamed DRR into their program design and implementation strategy

These benchmarks have been fixed on the basis of the understanding that investing in DRR would in the long run yield more effective DM outcomes by contributing to substantial reduction in disaster related damage to and loss of lives, livelihoods, infrastructure, assets, resources, and basic services for people, particularly the poor, living with disaster risks in some of the most multi-hazard zones and regions of the country.

#### 1.2.4 Challenge

In view of India's specific country context as described above, achievement of proposed capacity development goal and capacity benchmarks poses some challenges before the policy makers and program/project designers and managers in general and training leaders and managers in particular.

- How to make training a more systematic exercise in organised learning than an activity undertaken in an ad hoc manner.
- How to make a shift from a completely supply driven training approach to a balanced approach which is more need based and demand responsive.
- How to link training to the larger capacity development agenda and goal
- How to use training as a means to achieve some agreed capacity benchmarks and not take it as an end in itself

The strategy proposed to take on these challenges upfront is suggested as follows:

#### 1.2.5 Strategy

The key elements of the proposed strategy are as follows:

- Capacity development goals of training are clearly defined and agreed in advance by the concerned stakeholders
- Training is context specific and need based
- Institutional arrangements are streamlined
- A system to assess training needs is developed and operationalised
- A system to vet and approve training designs is devised and put in place
- A system to track the efficacy and impact of training is developed and piloted

It is important to note that most of these elements are either missing or rarely there in the existing training practices related to DM and DRR at the national, state and local levels.

### 1.3. Training Goals and Objectives (TGO)

Training goals and objectives need to be SMART in terms of being specific, measurable, attainable, realistic and time bound. In order to be effective, training goals have to be part of a long term perspective plan with budget and annual action plans. It is proposed that NIDM has a ten (10) year perspective plan in two distinct phases of five (5) years each. The first five years will have short term and medium term goals and objectives to be achieved in the first phase of the perspective plan. The next five years in phase two will have long term training goals and objectives.

This plan has to be in conformity with the organisational vision, mission and values of NIDM as the apex training and capacity building agency for disaster management in India. These also need to be articulated and adopted at the earliest in order to help NIDM discharge its role and functions with a clear vision and goal.

Similar training goals and objectives could be adopted by different state level institutions including State Disaster Management Authority (SDMA), state institutes of disaster management such as Gujarat Institute of Disaster Management (GIDM), and Disaster Management Centres (DMCs) in state Administrative Training Institutes (ATIs).

In case of sectoral training and technical assistance agencies such as National Institute of Health and Family Welfare (NIHFW), State Institutes of Health and Family Welfare (SIHFW), these training goals and objectives will have to be made an integral part of their respective sectoral training strategies and plans. Similarly, for other sectors such as education, PRIs/ULBs and rural development (see Annexure 1) for the institutional structure of training in these sectors) these objectives will have to be adapted and mainstreamed into their regular sectoral training plans and strategies. NIDM can and should play the role of an advocate and facilitator for mainstreaming SFIT into sectoral training strategies, plans and practices.

#### 1.3.1 Training Goals and Objectives: Need of a Perspective Plan

It is proposed that there is a three stage perspective plan including short term, medium term and long term goals and objectives of training for effective DM and DRR in the country. NIDM, as the apex training and capacity building institute for disaster management in the country, will be the holding and executing agency for this perspective plan. The plan will have two phases and three sets of training goals and objectives. Phase 1 will have short term and medium term training goals and objectives and Phase 2 will have long term training goal and objectives. Duration of these terms is in accordance with the timeline suggested in the National HR and CD Plan 2013. The suggested terms and their respective durations are as follows:

- Short term training goal and objective: 0-2 years
- Medium term training goal and objective: 2-5 years
- Long term training goal and objective: 5-10 years

##### 1.3.1.1 Short Term Training Goal and Objective (STGO):

Twelve (12) Training of Trainer (TOT) modules developed and piloted covering five major hazards across ten key sectors<sup>4</sup> for three different levels of policy, management and operations (2014-2016): five of these training and TOT modules are being developed as a part of this study. Another TOT module for journalists is also being developed along with these five sector and level specific TOTs.

##### 1.3.1.2 Medium Term Training Goal and Objective (MTGO):

Five hundred fifty four (554) master resource persons (MRP)/master trainers and fifteen thousand two hundred fifty (15,258) trainers are developed and available for organising

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<sup>4</sup> education, health, infrastructure, local self-governance, police, revenue, rural development, telecommunications, urban development, and water and sanitation

direct training programmes for policy, middle and grassroots level functionaries on different aspects of DM and DRR. (2017-2020)

### 1.3.1.3 Long Term Training Goal and Objective (LTGO):

Around eighty lakh (80, 00,000) government and non-government functionaries at the national, state and local levels are trained in different aspects of disaster management and disaster risk reduction along different stages of the disaster management cycle. (2014-2024)

This multi-stage perspective plan design is based on a cascade training model, where trained and certified master resource persons (MRPs)/ Master Trainers (MTs) would train trainers and resource persons at the national and state levels, who in turn would organise direct training programs at the national, state and district levels. It is envisaged that the estimated number of master resource persons and master trainers to be trained would constitute the critical mass of trainers, who can have a determining influence on the overall capacities built for DM and DRR in the country.

**Table 1: Implementation Plan for Training**

### 1.3.2 Target Audience

Timeline		Activities	
10 years	0-2 years	2014-15	<ul style="list-style-type: none"> <li>Preparation of a three stage perspective plan</li> <li>Developing and piloting 12 TOT modules covering five major hazards across ten key sectors for three different levels of policy, management and operations</li> </ul>
		2015-16	
	2-5 years	2016-17	<ul style="list-style-type: none"> <li>To develop five hundred fifty four (554) master resource persons (MRP)/master trainers and fifteen thousand two hundred fifty (15,258) trainers for organising direct training programmes for policy, middle and grassroots level functionaries on different aspects of DM and DRR.</li> </ul>
		2017-18	
		2018-19	
	5-10 years	2019-20	<ul style="list-style-type: none"> <li>To train eighty lakh (80, 00,000) government and non-government functionaries at the national state and local level in different aspects of disaster management and disaster risk reduction along different stages of the disaster management cycle.</li> </ul>
		2020-21	
		2021-22	
		2022-23	
		2023-24	

The target audience for training which is cutting across all the sectors comprise people from three primary domains: government, civil society and community. People from within government will be at the following levels:

- Policy makers: secretaries, joint secretaries, directors from Government of India and secretaries and additional/special secretaries from state governments.
- Program/project designers and managers: architects and in-charge of Government of India's flagship development programmes both in the central and state governments.
- Operational staff: including district magistrates, chief or/and district development officers, block development officers and other frontline functionaries.

Civil society participants include executive directors and chief executive officers of non-government organisations (NGOs) and subject matter specialists engaged in DM and DRR work on the ground.

Community level audience include women, men, and children from communities at risk and their community based organisations (CBOs) including self- help groups (SHGs) of women, mahila

mandals, common interest groups (CIGs) of men and women, farmers' clubs, fishermen groups and federations, child cabinets etc.

### 1.3.3 Training Themes

In view of the study undertaken and the resultant SWOT report findings<sup>5</sup>, the following twelve themes have been identified to be of critical significance from the point of view of long term training and capacity building for disaster risk reduction (DRR) across different sectors and hazards at different levels in India.

**Table 2: Training Themes**

S.N.	Training Theme	Intended Level
1	Mainstreaming DRR into development planning	Policy makers, planners and program/project designers at the central and state levels
2	Mainstreaming DRR into rural development policies and programs*	Policy makers and program/project designers at the central and state levels
3	Mainstreaming DRR into City Development Plans (CDPs) and their implementation strategies*	Policy makers and program/project designers at the central, state and city levels
4	Strengthening PRIs for mainstreaming DRR into development on the ground*	Program/project managers at the district and sub-district levels
5	Preparing the health functionaries for emergency health services*	Program/project managers at the state and district levels
6	Creating a culture of safety and resilience through knowledge, innovation and education*	Trainers and teachers at the state and district levels
7	Strengthening emergency communication including early warning and last mile connectivity	Program/project managers at the district and sub-district levels
8	Community Led Hazard Risk Vulnerability and Capacity (CLHRVC) assessment	Civil society functionaries; CBO members; program/project managers at the district and sub-district levels
9	Participatory training and capacity needs assessment (PTCNA)	Trainers and training planners and managers at NIDM, GIDM and other similar institutes, DMC, SIRDs and other sector level training institutions
10	Participatory evaluation and action learning (PEAL)	Program/project managers at the national and state levels
11	Integrating gender approaches in disaster management plans	Program/project designers and managers at the district and sub-district levels
12	Use of media in generating mass awareness on disaster management	Media people and information officers from within government

\*These modules are being prepared as a part of NCRMP, Component C study

<sup>5</sup> Please refer to Section 5.1, Training Needs of the SWOT Analysis Report

### 1.3.4 Training Methods and Approaches

There is a need to use a range of training methods and approaches in order to optimise the resultant learning in varied contexts across hazards, sectors and levels. Methods and approaches will be based on principles of adult learning aimed at eliciting active involvement and contribution of the participants involved. The guiding principle will be to treat participants as resource persons, and resource persons as participants in the training and learning process.

Currently, there is a predominance of cognitive methods with increased emphasis on imparting theoretical training. This includes a higher proportion of the following methods aimed at improving knowledge by sharing information, ideas and insights for stimulating learning:

- Interactive lecture sessions
- Demonstrations
- Discussions
- Online training

There is a need to promote greater hands on practical training aimed at enhancing behavioural skills related to the assigned roles and responsibilities of the functionaries and personnel being trained. Methods related to this would include:

- Observation and study tours (OSTs)
- Games and simulation exercises
- Drills including mock drills
- Field Assignments
- Case studies
- Role plays

Improving the context specific management skills of the functionaries is also of critical significance from the point of view of helping them perform better at work. Management development trainings will include the following two broad types:

- On the job training: this kind of training will be organised at the workplace in order to train people in real work environment by helping them accomplish various tasks and challenges at work and learn from them to sharpen their skills. Learning by doing and learning by observing under expert coaching and mentoring are the most common methods for this kind of training
- Off- the-job training: These are the kinds of trainings that take place away from the immediate workplace. Most of the training programs being currently designed and delivered fall in this category. These kinds of trainings develop more of general skills and knowledge useful for work, as well as include job-specific trainings.

The National HR and CD Plan 2013 propose the following approach and methodologies, which include most of these methods.

Training approach and methodologies may include the following:

- Probationers/Induction Training (at Central/State Civil Services – Administrative, Forests, Revenue, Economic, Statistical, Medical, Railway, etc.)
- Practical Training (training to standard job performance – Search & Rescue, police, medical,

laboratory and analysis, survey, mapping, etc.)

- Refreshers (in-service) or Orientation Training (mid-career training, promotional training)
- On-line (web-enabled) Training
- Blended Learning (Online + face-to-face)
- Educational Training (professional advancement courses – B.Tech. / Diploma, Masters, Research degrees)
- On-job Training (training in the form of learning by doing at work/practice)
- Interactive Training (Mutual learning peer-to-peer in a working group)

*Source: HR and CD Plan for Disaster Management and Risk Reduction in India, Government of India, 2013*

The suggested approaches and methods have to be judiciously used in view of the concerned context regarding the nature and theme of the training intervention, level of participants, their identified and felt needs and emerging learning requirements. These factors are likely to vary across hazards, sectors and levels. Hence, the approaches and methods have to be tailored to specific role contexts and related learning requirements.

### **1.3.5 Training Outputs**

It must be recognised upfront that a large number of training programs are already being designed and implemented at national, state, district and sub-district levels in India. NIDM has designed and conducted 97 different types of training programs during 2005-12. Disaster Mitigation and Management Centre (DMMC), a state level institution at Dehradun in Uttarakhand, is engaged in training mainly at the community and departmental level. Gujarat Institute of Disaster Management (GIDM) at Ahmedabad in Gujarat is engaged in a range of training programs and events for a wide variety of stakeholders including government officials, NGO functionaries and representatives of local bodies. Besides these, Disaster Management Centres (DMCs) located within state Administrative Training Institutes (ATI) across 30 states are also engaged in DM related training.

However, there has yet to be a pool of trained master resource persons and facilitators either at the national or state levels to design and conduct training programs on different stages of disaster management cycle, which includes response, recovery and reconstruction on the one hand and prevention, mitigation and preparedness on the other.

It is envisaged that the two major outputs of the proposed training policy and strategy involving design and delivery of training and training of trainer (TOT) programs on twelve identified training themes will be:

- A pool of trained master resource persons on disaster management and mainstreaming DRR in development is created at the national and state levels.
- A critical mass of DRR champions within key development sectors including education, health, rural development and PRIs is created at the national and state levels.

A system of accreditation and certification aimed at ensuring the quality of training being imparted at different levels will be developed and operationalised.

It is important that Administrative Training Institutes (ATIs) at the state level and Disaster Management Centres (DMCs) therein are actively involved in the design and delivery of the training programs.

## 2. NATIONAL ACCREDITATION POLICY

The study on accreditation process, quality management and certification process looked at research, short trainings, education and in specific technical education at undergraduate and postgraduate levels. The approach taken is cognizant of the fact that virtually no accreditation system for disaster management education currently exists in the country as of now and that any proposed system would need to be built from scratch. Additionally, education strategy in the field of disaster management is made more complex due to the multidisciplinary nature of the field and the resultant cross-sectoral engagement that is required.

The institutions carrying out research and education on disaster management in India are very few as compared to the need. More and more institutions are opting for DM education in India, however, it is mainly limited to the postgraduate degree. Institutions offering undergraduate education are inadequate. Many of the workers and professionals working for DM lack professional education in the subject. Officials often get posted into disaster management related departments and positions from very different backgrounds and lack required knowledge of disaster management issues. An important reason for this is that DM as a subject is not offered in undergraduate and postgraduate courses in various institutions and hasn't evolved yet as an academic discipline in itself.

While institutions such as colleges and universities are accredited for the quality of education they provide, none of them is accredited for DM education in particular. This leaves the decision of course content and method of training to institutional budget and capacity, rather than standards or quality control required for the subject. There is a need to accredit different institutions offering DM education in order to bring standardisation and professionalism in the sector. The diversity in methods, approach and contents need to be assessed for accreditation. It should also take international standards of DM education in consideration which are developed in-depth and cover more diverse issues related to the subject. In order to establish an elaborate system of accreditation, there is a need to overcome a number of challenges. These include multi-sectoral nature of the subject, pre-existing systems of accreditation of institutions, legislation based complexities, accountability issues, capacities, budget and other required facilities.

The parameters adopted for accreditation of programmes are based on initial capabilities, competence and skills, keeping in mind the outcomes desired by the profession concerned. These parameters are called 'graduates attributes' and they vary from discipline to discipline and level to level. Attributes listed below can be taken up for disaster management education.

**Knowledge:** Apply the knowledge of relevant specialisation to the solution of complex disaster management problems

**Problem analysis:** Identify, formulate, research literature and analyse complex disaster management problems reaching substantiated conclusions using first principles of disaster risk reduction and management

**Conduct investigations of problems:** Use research-based knowledge and research methods including design of studies, analysis and interpretation of data and synthesis of the information to provide valid conclusions

**Modern tool usage:** Create, select and apply appropriate techniques, resources and disaster management and IT tools including prediction and modelling to complex disaster management activities with an understanding of the limitations

**Disaster management and society:** Apply reasoning informed by contextual knowledge to assess societal, health, safety, legal and cultural issues and the consequent responsibilities relevant to professional disaster management practice

**Environment and Sustainability:** Understand the impact of disaster management solutions in societal and environmental contexts and demonstrate knowledge of the need for sustainable development

**Ethics:** Apply ethical principles and commit to professional ethics and responsibilities and norms of the disaster management practice

**Individual and team work:** Function effectively as an individual, and as a member or leader in diverse teams, as well as in multidisciplinary settings

**Communication:** Communicate effectively on complex disaster management activities with the disaster management community and with society at large

**Project management and finance:** Demonstrate knowledge and understanding of the disaster management principles and apply these to one's own work, as a member and leader in a team, to manage activities and resources for projects in multidisciplinary environments

**Life-long learning:** Recognise the need for and have the preparation and ability to engage in independent and life-long learning in the broadest context of social and technological change and evolving disaster risks.

Based on the study findings, the following policy approach is advocated for strengthening the accreditation and quality management regime:

1. A National Programme on Accreditation of Disaster Management Education to be initiated under the overall supervision of NIDM. The programme will be steered by a committee drawn from related fields of education and research with direct linkages with disaster management, and will include representation of existing accreditation bodies in India including UGC, NBA, NAAC, AICTE and Medical Council of India. The role of the programme will be to establish the accreditation systems and to advocate integration and mainstreaming of disaster management related components in other streams being accredited by various bodies. The program will also form a platform for consultation with the established Institutions like UGC, AICTE, Medical Council of India and such other bodies in connection with development of DM courses, research and policy issues as these are successfully conducting several courses in their own field.
2. Over time as the programme develops, an independent Council for Disaster Management can emerge as the apex body for the accreditation and quality management process in DM education in India. It can be a third party agency mandated by competent authorities such as NDMA, MHA and NIDM, and should continue to include members from multi-disciplinary fields relating to disaster management and accreditation as it evolves from a national programme into an independent body.
3. The accreditation regime should study varied DM related courses and institutions to identify the gaps, and areas of future development in DM education as a basis for accreditation that will hold relevance in times to come and will be aligned to strategic development of the sector. To ensure the quality of technical education that helps make the practice of DM more effective, the council should also ensure a quality management mechanism on the fieldwork and applied education in the sector.
4. A multi-tiered approach looking at institutions, faculty and programmes needs to be adopted for accreditation and quality assurance. The accreditation process should consider the course content, teaching facilities, and qualifications of faculty as well as students' performance for accreditation. Linking with other dimensions of quality management studied under this project, quality of research should also form part of the assessment for accreditation.
5. The accreditation of education for DM can also be planned at different levels. These may include at the national level - highly specialized national centres of excellence, universities and institutions imparting education and awarding degrees on DM, and at the state and district level - State Universities, colleges and institutions including ATIs that provide or can provide education on DM including all courses in undergraduate and postgraduate levels.

6. All job positions related to DM should have mandatory education requirement at the undergraduate and postgraduate level, to be built into the system gradually as the cadre of such educated personnel grows. This would not only enhance the efficiency during disasters, but also generate an interest in people for taking DM education. Training and placement cells in institutions should be encouraged through the accreditation programme as a means to encourage students and promote interest in the sector.
7. An individual should not be posted in an area vulnerable to disasters if he has not undertaken education and training on disaster management relevant to this posting. As the discipline grows, the importance of undergraduate and postgraduate degrees should grow and become more rewarding than short-term trainings for the purpose of employment, professional growth and incentives.

### 3. ESTABLISHMENT OF CENTRES OF EXCELLENCE FOR DISASTER MANAGEMENT

A Centre of Excellence (COE) is an organization committed to be at the forefront of research, innovation and technical skills irrespective of its field of expertise. At present different organizations have their own definition of what do they mean by CoE. In general, Centres of Excellence are institutions possessing special knowledge or expertise in a particular area 'of concern and incorporated into collaborative environment to facilitate development of the products supporting (key) functions and operations'<sup>6</sup>. The study explored the meaning, vision, goals, functions and significance of COE for Disaster Management in India.

A COE refers to a team, a shared facility or an entity that provides leadership, best practices, research, support or training for a focus area. The focus area can be technology, business concept, a skill or a broad area of study. In academic institutions, a COE often refers to a team with a clear focus on a particular area of research, which may bring together faculty members from different disciplines and provide shared facilities.

A COE can also refer to a network of institutes and research/training centers/organizations that collaborate with each other in order to enrich the capacities of (in specific areas) of the officials and other functionaries of the state and district administration. It can also engage in capacity building and other such activities for the enhancement of research and training/education. Most Centres of Excellence run various kinds of graduate and post graduate courses for imparting knowledge and skills in a specific subject to practitioners in that area in order to improve their competence and to enhance the level of professionalism in that area of work in general.

'Excellence in Service Delivery', postulates that an organization can have an excellent performance in service delivery only if it is managing the key ingredients for good service delivery well, and building its own capacity to continuously improve delivery. In case of COE for DM, excellence in service delivery would be achieved only when standards for quality research, training and education are rigorously adhered to. In order to ensure excellence, qualified faculty, adequate equipments, infrastructure and updated course materials would be required apart from close collaborations with national and international expertise and institutions for teaching, research and resources.

The creation of capacities for disaster management in general and disaster risk reduction in particular currently varies from state to state based on resource availability and the active involvement of respective governments. DM faculties at ATI or SIRDs have been established in most states covering DRR aspects. However, it cannot be said that all of these DM faculty are working with optimum capacity and efficiency. There are gaps in existing training institutes covering organizational and institutional issues. There is a need to consider upgrading at least some of the institutes or establishing new ones as Centres of Excellence. The approach also requires a larger vision of national network of such Centres of Excellence.

#### **Vision and Objective:**

Different COEs have their specific vision. The vision for COE for DM is to advance the quality of knowledge, expertise and services in DM which makes a difference at the ground level in terms of ongoing DM practices, research and education.

The objective of establishing Centres of Excellence is to augment and strengthen qualitative capacities for disaster risk reduction through resource development. Research and Development activities at such centres enable the development of disaster mitigation and management strategies;

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<sup>6</sup> Maturing to Centres of Excellence, February 2004, A META Group White Paper, ([http://www.msqa.org/Best\\_Practices/Miscellaneous/Maturing\\_to\\_Centers\\_of\\_Excellence.pdf](http://www.msqa.org/Best_Practices/Miscellaneous/Maturing_to_Centers_of_Excellence.pdf)) accessed on 28 August 2014.

the development of databases for rapid dissemination of information and knowledge experience sharing; and efficient deployment of quality training modules and trainers.

### **3.1 Methodology to Identify Potential Centre of Excellence for Disaster Management**

The main objective of this approach is to thereby prepare a roadmap for the creation of Centers of Excellence for disaster management and an overview of the scope of activities. Evaluation of institutions reportedly dealing with DM have been undertaken and for the evaluation of institutions for DM, state, national and international centres have been analysed for their focus (data collection, research, training and education), ownership (government, non-government and private bodies), location and aim (such as rural development, health or education). Learning from these institutions has also been documented particularly from those of international institutes.

The study looked at a suitable approach to create Centers of Excellence in the area of disaster management, mitigation, preparedness, relief and recovery. The scope of work for an institute of excellence for disaster risk reduction should also include workshops, seminars and meetings that add the value to the scope of work, advocacy and acknowledge the need for rigor to the process of knowledge building.

The approach includes setting up guidelines for setting up Centres of Excellence for capacity building in DRR. This will include the purpose, vision, objectives and functions of COEs, and various characteristics features of COEs that keep them different from any other centre of DM.

The policy approach suggested includes the mapping of all centres of disaster management carrying out research, training and education in the country, and identifying ones that can be augmented in their capacities to play the role of leading others in specific thematic areas and with specific geographic specialisation. These will form the national network of Centres of Excellence in Disaster Management and will have NIDM as the lead COE at the national level. In terms of phasing, investments need to be first made at NIDM to strengthen it as the National COE on Disaster Management, so that it can further facilitate the process of strengthening thematic and regional COEs. Where thematic or geographic gaps are found and no existing institution has the capacity to be upgraded to a COE, only then establishment of new institutions will be advocated. The process of capacity building of the institutions will include the following:

- Capacity building with area and hazard specific expertise
- Identification and assessment of local and global risks
- Documentation and developing research agenda
- Developing advanced methodology and leading innovations in Technical and Social Domains
- Project and process management
- Expert guidance and specialized training for DM
- International and national collaborations, strategic partnership and networks
- Efficient use of funding for research and training
- Knowledge sharing and communication
- Policy research, formulation and accomplishing strategic goals

The priority areas that emerged from the study for establishment of COEs in India are:

1. Community Based Disaster Management
2. Regional Cooperation on Application of Science and Technology for Disaster Risk Reduction and Management
3. Marine and Coastal Risk

4. Cooperation on Climate Change Adaptation and Disaster Risk Reduction
5. Mainstreaming Disaster Risk Reduction in Development in India and the South Asian Region
6. Earthquake Risk Management in India and South Asia
7. Landslide Risk Management in South Asia
8. Urban Risk Reduction
9. Drought Risk Management
10. Disaster Risk Assessment and Monitoring

## 4. NATIONAL PUBLIC AWARENESS AND MEDIA POLICY

### 4.1 The Strategy

India's teeming population can be covered through effective disaster risk reduction programmes only with the help of a significant, well organised and sustained public awareness effort. SWOT analysis of the current programmes reveal a significant gap in both the level of knowledge among communities and the action taken on DRR at a local level.

Community groups that have survived on traditional knowledge are now faced with erosion in such knowledge systems and the invasion of technological practices that are locally not understood and cannot be managed in entirety. Changing contexts and new threats such as climate variability are also leading to disruptions in existing local coping systems, and new knowledge is yet to emerge on these subjects locally.

The role of the community as a first responder and the need to influence community behaviour emerged very strongly from the study and form the fundamental basis of this national public awareness campaign. Public awareness efforts will need to focus on priority stakeholders at the local level; primarily including special vulnerable groups, and will need to deploy specifically designed and customised messages and media.

Analysis of 18 national and international public awareness campaigns also revealed a number of lessons that influenced the strategy. These included the need to identify targeted audiences; to link with other stakeholders and programmes; to create 'active' campaigns; to embed the model in the community; to localise messaging and tools; and to create sub-campaigns within broader themes.

The campaign also incorporates behaviour change communication (BCC) as intervention process that stimulates change in people's actions to help create lasting change. For in India, many communication initiatives have succeeded in enhancing the dissemination of information, but have failed in going beyond that. BCC can help to stimulate lasting positive change in attitudes and practices. It takes into account the three levels of influence including: Personal ('micro') factors which are intrinsic to the individual, such as their level of knowledge or belief in their ability to change their behaviour and their habits; Social ('meso') factors which are concerned with how individuals relate to each other; and broader environmental factors.

**The campaign:** Against this backdrop, the national media campaign strategy adopts an overall empowering message of '**Disaster risk reduction begins with YOU!**'

**The aim and objectives:** The overall aim of the public awareness campaign is to create a multi-pronged approach for a strong public awareness campaign; penetrating from the national to community level. It will help build a culture of safety across the country in general and for communities at risk in particular. The core objectives are three-fold: Spread awareness to empower communities and build resilience; provide the tools for people to actively engage in risk reduction; and change behaviour patterns towards effective action.

**Focused target participants:** Seven focused target audiences were identified for the campaign.

- *Local Panchayati Raj /Urban Legislative Body leaders:* The last elected link to the government, they have the legal power to enforce decisions, influence policy decisions and effectively form links between government policies and local risk reduction.
- *Local champions:* A community's teachers, doctors, self-help groups and other educated professionals serve as the unspoken, unelected advisors to the community. They are looked up to and trusted; and are often emulated even more than elected leaders. These local

champions serve as the link between general people and the panchayat. Through their various vocations, they are a primary point to embed 'seeds' of awareness.

- *Children:* Children, both enrolled in and out of school, are often more receptive and open to information than adults. Internationally, the campaign on 'children at the heart of DRR' puts them in the driving seat. As the next generation, they will be the ones to carry on sustainable risk reduction practices. Children are also among the best channels to widely disseminate information as they tend to 'take information home'; spreading it to their peers and among their families. At the same time, schools play a major role as a community asset during disasters. Children will play a core role in strengthening the resilience of these institutions.
- *Women:* The heart of their families, women generally spend the greatest amount of time at home and are one of the most vulnerable groups. In many villages, migration by the men to the cities for work means that the women are left alone; making it even more critical to build their awareness and action. Not only are self-help groups run mainly by women, but empowering them has often had a highly visible impact. They can influence family spending to improve preparedness at the household level.
- *Persons with Disabilities:* Unless particular attention is given to PWDs, they are always left out by default. There is an urgent need to empower and include them in any disaster risk reduction action. For a community can only be safe when each one of its most vulnerable member is safe.
- *Elderly:* Though they are usually respected, the elderly are another group who are often left out. At the same time, the elderly are repositories of traditional knowledge and local innovations on disaster risk reduction. They are often more receptive to using and improving these techniques; which can be vital in small communities with limited facilities.
- *Livelihood-based groups:* Livelihood compulsions can often restrict 'safer' behaviour. Targeting groups such as farmers, shepherds, fishermen, labourers and masons is therefore critical. Some of their inherent activities can play a major role in mainstreaming DRR.

**Messaging for sub-campaigns:** Under the overarching theme of disaster risk reduction, there lies a huge gamut of messages that need to be communicated to diverse target audiences. At the same time, several other factors including the particular hazard type, phase of the disaster cycle, the particular hazard and sectoral links need to be taken into consideration.

A series of messaging matrixes provide an overview of the core public awareness messaging required. While these lists are not exhaustive, it offers implementers of the campaign a solid foundation on which to steer their messaging.

**Mediums and tools for dissemination of messaging:** Activities that can promote Disaster Risk Reduction can occur in different contexts and in many different settings. A variety of tools are required to effectively disseminate the messages to a wide target audience and down to the last mile. Since the major thrust of the strategy focuses on localisation, the tools too include localised approaches that can have a direct impact on the audience. It looks at different angles from which to influence behaviour change. This includes mainstream broadcast media such as TV, print and radio; direct mailers such as flyers and brochures; outdoor mediums such as billboards; collaterals such as airline and bus tickets; and localised tools such as community radio, person-to-person contact, natak and community events.

**Implementation:** In such a wide-ranging and multiple-focus campaign, with whom does the responsibility for implementation lie? Implementing the strategy does not fall to the governmental agencies alone, nor should it. Success will require the commitment of all parts of society, including state and local governments, businesses, educational institutions and others. It is also important to

engage the private sector and other external stakeholders as an essential component of nearly all of the activities described in this strategy.

The cascading model identifies the dissemination of the messages through the existing structure and tools of the Information and Broadcasting (I&B) Ministry in collaboration with the concerned government departments at various levels that will assist in the dissemination of the messages.

**Use of this strategy:** This strategy document has been designed for use by a variety of stakeholders. At the National and State level, it is an overall guide to planning disaster risk reduction awareness campaigns. At the district level and below where it will actually be implemented, the strategy provides details on the type of messaging and appropriate mediums. This strategy provides a foundation and it is expected that greater detailing and localisation will be done at the state levels according to the particular needs. The matrix of messaging could be of use also to non-governmental organisations and humanitarian groups working on disaster-related issues. Most importantly, this strategy aims to give a sense of consistency to the myriad of disaster risk reduction campaigns across the country and give an overarching theme to it.

## 4.2 Capacity Building of Journalists

Both the toolkit on disaster reporting and the training modules are centred around principles of disaster reporting. Keeping in mind the findings from the ground studies and the need for quick recall, these have been termed the 'A-F and S of disaster reporting.' This includes understanding disasters, accuracy, balance, consistency and collaboration, dignity, environment and development (going beyond the disaster), follow-up and safety.

### Toolkit on disaster reporting

The media plays a critical role in informing the public during disasters and in promoting risk reduction behaviour during peace time. However, tight deadlines and the 24-hour news cycle amplify the pressure and the hunger for 'exclusive' updates. Images of death, disaster and destruction are powerful. So while journalists, photo-journalists and increasingly citizen journalists are tasked with providing the public with quick and accurate information as it develops; the reality is that it is usually only the dramatic components of disasters that make the front pages.

Reporting has also generally been confined to during and just after a disaster event (response and early recovery). There is little, if any, coverage, of risk reduction aspects during non-disaster times. Part of the limiting factor is the comparative unawareness of people on preventive and mitigative strategies and the linkages to broader stories.

The handbook on principles of disaster reporting prepared under this study is structured around understanding disasters and seven vital principles that influence a disaster story. It is meant as a reference that can be used in conjunction with the Principle of Disaster Reporting Guidelines. This is a concise document that touches upon each of the seven core principles with a key action point, core issues and a checklist of actions that will help

### Training modules

There is a critical need for journalists to be sensitised on the vital role they play in the aftermath of a disaster scenario; in issuing early warnings; and in spreading awareness to help preparedness and mitigation. Basic tenants of journalism need to be re-evaluated against this backdrop.

Rather than prescribing solutions, the training approach is to facilitate discussion and instigate the thinking process around these issues. It also seeks to promote collaborative relationships between different facets of the media and the government.

Two separate modules have been created. Both modules target trainees at the national, regional and district levels; and across all types of media - print, electronic (radio and TV), online and photo-journalists.

One focuses on people in the bureau management, mid/senior level reporters and PIOs/PROs from all related ministries. This also tries to build a more collaborative relationship between journalists and government representatives. It will run as a blended learning course. Here, the resource persons are expected to be senior professionals from NIDM, NDMA, the ministry of I&B and other related ministries.

The other module targets entry-level journalists. This includes last-year students as well as young professionals. Making it a part of the formal learning curriculum will help mainstream these ideas over the long-term. At the same time, reaching out to those young journalists who may or may not have had access to formal journalism will allow for these concepts to germinate in the workplace. This module is expected to use university professors as the core resource persons.

A series of such trainings will help develop a culture of more sensitive, accurate and holistic disaster reporting. In the long run, this will help develop more resilient communities as the public becomes better informed.

## 5. SYNERGISING WITH THE HYOGO FRAMEWORK FOR ACTION (HFA)

The United Nations Hyogo Framework for Action (HFA) 2005-15: Building the Resilience of Nations and Communities to Disasters, to which India is a signatory is a guiding force in the way the policy approach for disaster risk reduction and capacity building has been taken up.

The approach draws on the following five priorities for action:

1. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.
2. Identify, assess and monitor disaster risks and enhance early warning.
3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels.
4. Reduce the underlying risk factors.
5. Strengthen disaster preparedness for effective response at all levels.

The HFA was an agreement that in their approach to disaster risk reduction, states, regional and international organizations and other actors concerned should take into consideration the key activities listed under each of these five priorities and should implement them, as appropriate, to their own circumstances and capacities. In line with this, the capacity building approach looks at national, state, district and local levels that enable addressing Priority 1. It covers early warning systems and dissemination and response mechanisms in line with Priority 2. It focuses on quality research and education, including accreditation mechanisms as per Priority 3. It covers climate change impacts, urbanization and vulnerabilities related to poverty as underlying risks under Priority 4. Finally it looks at disaster preparedness mechanisms, and finds its training and capacity building approach on this in line with Priority 5.<sup>7</sup>

Additionally, since the HFA horizon year is approaching and the policy discussions for HFA-2 are already underway, the study and its policy implications can be used to inform the process of formulation of HFA-2 and influence future policy focus on localizing capacity building for effective disaster risk reduction through training, research, education, public awareness and institutional arrangements as highlighted in this study.

The above mentioned recommendations may be placed before the Government for consideration and appropriate action.

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<sup>7</sup> Linkages to HFA in Preparing Long Term Training and Capacity Building Strategy for Disaster Risk Mitigation under NCRMP: SWOT Analysis Report

## 6. DISASTER MANAGEMENT ACT, 2005: NEED FOR A CRITICAL REVIEW AND REVISION

With the experience of about eight years since the enactment of the Disaster Management Act, 2005, a review of Act has become necessary to take care of apparent inconsistencies or inadequacies. Keeping this in view, the Government of India constituted a Task Force to undertake the review. The Task Force has since submitted its report to the government. The report of the Task Force is now in public domain. The legal gaps discussed below are based on study of the Act, experience of the consultants and interaction with state governments and other stakeholders during field visits to six states, independent of the report of the Task Force. The recommendations have been discussed in detail in Section 1 of component 'D' on Organisational and Institutional Arrangements relating to 'Legal and Institutional Gaps'. These are mentioned briefly in this White Paper for consideration of Government for amendment of the DM Act.

1. In Section 2, definitions of community and coping capacity of community may be included so as to understand the definition of 'disaster' properly, without any ambiguity.
2. While The Act defines 'reconstruction', it does not define 'recovery'. In fact the Act does not refer to recovery at all. Once emergency needs have been met and the initial crisis is over, the people affected and the communities that support them are still vulnerable. Recovery activities include rebuilding infrastructure, health care including psycho-social care, rehabilitation and restoration of means of livelihood. Therefore, 'Recovery' may be defined and included in the definition of 'disaster management' and, wherever in the Act, reference has been made to reconstruction; it may be substituted by 'reconstruction and recovery'.
3. The functions of NDMA and MHA need to be clearly defined in the Act itself so as to remove any possibility of confusion. It was mentioned by state governments that there is some ambiguity about the role of NDMA in the response phase which needs to be made very clear to them. The mandate of NDMA may include awareness generation, early warning systems, development of policies, plans and guidelines, mitigation measures, training and capacity building, preparedness including development of NDRE, conduct of mock drills, media campaign and recovery in the post disaster phase. NDMA may also be responsible for coordinating the implementation of above measures and also extending professional support, directly or through NIDM, to state governments as also bringing together all stakeholders.
4. Since response is primarily the function of Central, State and District Governments, it may be appropriate to name the Authority as "National Disaster Mitigation Authority" since present nomenclature would include all functions included in the definition of 'disaster management'.
5. It would be better to continue with the existing system of having all full time members. At least four of the eight members of NDMA should be DM professionals with proven track record.
6. National Executive Committee may be continued as at present. In order to ensure it is able to discharge the functions assigned to it adequately, NEC should be provided full time officers and support staff with arrangements to engage professional resource persons from time to time.
7. Mitigation funds should be established at national, state and district level, as envisaged in the DM Act since, in its absence, District Administrations are not able to undertake essential mitigation measures in a proactive manner.
8. SDMAs have by and large not been effective where all members are ex-officio members and the Authority does not have any exclusive secretariat. Therefore, SDMAs should have exclusive secretariat under section 16 of the Act.

9. At least four out of the eight members of SDMAs may be full time members, of which at least two may be DM professionals with proven track record.
10. While NDMA can only recommend guidelines for minimum standards of relief to be provided to persons affected by disasters, the SDMAs shall lay down detailed guidelines for providing standards of relief to persons affected by disasters in the state. Obviously, at national level, NDMA shall only recommend and final decision on minimum standards of relief will be taken by the Central Government, which is quite right too, keeping in view the substantial financial implications. In that case, the same system should be in force at state level too. In other words, while SDMAs may recommend standards of relief, final decision should be taken by the state government. Therefore, Section 19 may be amended to bring it in line with Section 12 of the Act.
11. At present, SEC may consist of, besides Chief Secretary, four secretaries of state departments. This limitation is too restrictive; more so when in case of NEC there are 15 secretaries besides Chairperson. This decision may be left to state government. It is suggested that while a ceiling may be prescribed, state government should have adequate flexibility to determine the departments whose secretaries should be members of SEC. Therefore, Section 20(2) (b) may be amended to state "Not more than 10 secretaries to the government of the State of such departments, as the state government may think fit, ex officio".
12. SEC may have exclusive secretariat headed by an officer of the rank of special secretary/ additional secretary with such officers, consultants and employees, as the state government may think fit, for carrying out the functions of SEC.
13. It should be clearly laid down, through appropriate amendment as to the institution which shall be responsible for response, be it SCMC, Revenue, Relief and Disaster Management Department or the State Executive Committee.
14. There is need to provide institutional support to state governments which can assist them in developing training modules, impart training, assist in finding gaps and action needed to bridge such gaps and documentation of disasters together with development of case studies for improvement in existing systems. It may not be necessary to establish a separate institute of disaster management in each state. The DM Centers at ATIs can possibly undertake these activities with the support of NIDM provided these are suitably strengthened and their capacity is built. A suitable provision needs to be included in the Act for this purpose and identified institute(s) and functions to be performed by them can be laid down by each state government through rules to be made by them under the Act. Lack of professional support at state level is a major handicap since they do not have back up of a professional institute, as in case of NDMA. Once a legal provision is made in the DM Act in this regard, each state government can either identify one of the existing institutes for this purpose or establish a new institute and provide necessary infrastructure and faculty to take care of their needs. NIDM can extend support by training faculty but cannot be expected to assume this responsibility for all states, unless it has its Sub-Centres in different parts of the country to meet the needs of one or more states at each Centre.
15. DDMA's have become virtual bodies since they do not have exclusive secretariat and professional support. Therefore, Each DDMA may have a limited but exclusive secretariat with arrangements to hire professional help.
16. The municipalities including municipal corporations in mega-cities are considered local authorities in terms of the Disaster Management Act, 2005. In pursuance of Section 41 of the Act, local authorities have to function "subject to the directions of District Authority". However major municipal corporations encompass more than one district and are entrusted with several functions related to disaster management and cannot be expected to function under the directions of district authority. Therefore, an appropriate amendment may be

made in the Act to give the legal mandate for disaster management to Municipal Corporations in mega-cities having jurisdiction over more than one district.

17. Block Disaster Management Officers (BDMOs) or officers given additional charge of disaster management are neither adequately trained nor entrusted with DM functions throughout the year. These officers, including BDMOs, are entrusted with DM functions for 3-4 months during flood or cyclone season and entrusted with other duties during the remaining 8-9 months. Therefore, they neither have the time nor capacity to take up mitigation measures in villages or generate awareness. A statutory provision therefore needs to be included in the DM Act to provide for a post of Block Disaster Management Officer in each block and these officers should be available for DM work throughout the year.
18. An appropriate provision may be included in DM Act about the functions to be performed by the Village Development Officer/ Rural Development Officer, who look after development programmes at village level, in the context of disaster management.
19. There should be an appropriate provision in the Act listing out the duties and responsibilities of voluntary organizations as also their rights such as obligation of government to organize training programmes for them, generate awareness and their recognition through issue of identity cards as voluntary rescue workers.
20. Responsibilities of private sector, particularly those which utilize hazardous chemicals may be provided, not only for their employees but also for people living in the area through an appropriate provision in the Act, as a part of corporate social responsibility.
21. The government's commitment as also the commitment of various institutions established under the DM Act should be made very clear and unambiguous by adding appropriate provisions for each institution established under the Act for vulnerable women, children, elderly and differently-abled persons.

## ANNEXURES

### Annexure 1: Institutional Structure for Four Key Sectors

Sector/ Level	National	State	District
<b>Education</b>	1. National Council of Teacher Education (NCTE), 2. National Council of Educational Research and Training (NCERT), 3. National University on Educational Planning and Administration (NUEPA)	1.State Councils of Educational Research and Training (SCERTs), 2.Colleges of Teacher Education (CTEs) 3.Regional Institutes of Education (REIs) 4.Institutes for Advanced Learning in Education (IASEs)	1.District Institutes of Education and Training (DIETs), 2.Block Resource Centres (BRCs) 3.Cluster Resource Centres (CRCs)
<b>Health</b>	National Institute of Health and Family Welfare( NIFHW) Family Welfare Training & Research Centre (F.W.T. & R.C.) Rural Health Training Centre, Najafgarh	1. State Institute of Health and family welfare(SIFHW) 2. Health and Family Welfare Training Centres 3. Gandhigram Institute of Rural Health and Family Welfare Trust	1. 34 promotional training schools for LHV/ Health Assistant (Female) 2. 49 basic training schools of MPHW (Male) 3. Regional Health Teachers Training Institute(RHTTI) 4. Regional Health and Welfare Training Centers
<b>PRI/ULB</b>	All India Institute of Local Self Government (AIILSG)	There are 10 Centers of Excellence on Urban Development. The List of Centers on Urban Development are on MOUD website <sup>8</sup>	
<b>Rural Development</b>	National Institute of Rural Development	State Institute of Rural Development	Extension Training Centers

<sup>8</sup> [http://moud.gov.in/sites/upload\\_files/moud/files/C\\_Excellence\\_Details.pdf](http://moud.gov.in/sites/upload_files/moud/files/C_Excellence_Details.pdf)