

**Model Template for Preparation of  
District Disaster Management Plan (DDMP)**

**January 2005  
National Institute of Disaster Management  
Ministry of Home Affairs  
Government of India  
Contents**

|  |           |
|--|-----------|
| <b>PREFACE</b>   | <b>I</b>  |
| <b>1. GUIDELINES FOR DDMP</b>                                      | <b>1</b>  |
| 1. METHODOLOGY ADOPTED FOR DEVELOPING GUIDELINES                   | 1         |
| 2. TECHNICALITY AND TYPE OF CONTENT                                | 1         |
| 3. CONTENT PRESENTATION  | 3         |
| <b>2. DISTRICT DISASTER MANAGEMENT PLAN: AN INDICATIVE OUTLINE</b> | <b>4</b>  |
| 1. DDMP  | 4         |
| 2. INTRODUCTION  | 4         |
| 3. DISTRICT PROFILE  | 4         |
| 4. HAZARD, RISK, AND VULNERABILITY ANALYSIS                        | 4         |
| 5. INSTITUTIONAL MECHANISM   | 4         |
| 6. MITIGATION PLAN   | 5         |
| 7. RESPONSE PLAN   | 5         |
| 8. RECOVERY & RECONSTRUCTION PLAN                                  | 6         |
| 9. STANDARD OPERATING PROCEDURES                                   | 6         |
| 10. LINKING WITH THE DEVELOPMENTAL PLAN                            | 7         |
| 11. BUDGET AND OTHER FINANCIAL ALLOCATIONS                         | 7         |
| 12. MONITORING AND EVALUATION                                      | 7         |
| 13. ANNEXURE   | 7         |
| 13.1. <i>District profile</i>                                      | 8         |
| 13.2. <i>Resources</i>   | 8         |
| 13.3. <i>Checklists</i>  | 8         |
| 13.4. <i>Media and information management</i>                      | 8         |
| 13.5. <i>Process of development of DDMP</i>                        | 8         |
| 13.6. <i>Contact numbers</i>                                       | 8         |
| 13.7. <i>Do's and don'ts all possible hazards</i>                  | 8         |
| 13.8. <i>Important GOs</i>   | 8         |
| <b>ANNEXURE I OBSERVATIONS MADE ON INDIVIDUAL DDMPs</b>            | <b>9</b>  |
| <b>ANNEXURE II RESOURCE PERSONS WHO REVIEWED THE DDMPs</b>         | <b>19</b> |
| <b>ANNEXURE III INDICATIVE LAYOUT OF THE FIRST CHAPTER OF DDMP</b> | <b>21</b> |

## **Preface**

Disasters occur with unfailing regularity in India, causing immense losses of life, assets and livelihood. In the present executive structure of the country, the district administration is bestowed with the nodal responsibility of implementing a major portion of all disaster management activities. The increasingly shifting paradigm from a reactive response oriented to a proactive prevention mechanism has put the pressure to build a fool-proof system, taking into account the components of prevention, mitigation, rescue, relief and rehabilitation.

Pre-disaster planning is crucial for ensuring an efficient response at the time of a disaster. A well-planned and well-rehearsed response system can deal with the exigencies of calamities and also put up a resilient coping mechanism. Optimal utilization of scarce resources for rescue, relief and rehabilitation during times of crisis is possible only with detailed planning and preparation. Keeping in view the nodal role of the district administration in disaster management, preparation of District Disaster Management Plans (DDMP) is imperative. Each DDMP needs to be prepared on the basis of the vulnerability of the district to various disasters and the resources available.

The National Institute of Disaster Management (NIDM) had organized a workshop on 29<sup>th</sup> November 2004 attended by officials from the district and state administration, Ministry of Home Affairs, NIDM and UNDP. The available District Disaster Management Plans were critically examined and a final Template for DDMP was developed. The Template is only indicative of the components of a comprehensive District Disaster Management Plan and may be supplemented with district specific issues. The DDMP of Maharajganj, UP, which was highly rated by the participants is also included in this document for reference. The efforts of Prof Santosh Kumar, Ms Chandrani Bandyopadhyay, and Dr SVRK Prabhakar in bringing out this publication are commendable.

I hope this document is helpful to the district authorities to plan for future disasters for a Disaster Free India!

(S.P Gaur)  
Executive Director, NIDM

Dated: 10th January 2005

# Chapter 1

## Guidelines for DDMP

### 1. Methodology Adopted for Developing Guidelines

A consultation workshop was conducted to review the existing district disaster management plans (DDMP) and to prepare a Template for District Disaster Management Plan to help the district administration in preparing their plans on 29 November 2004 at NIDM. The panel reviewed total 14 plans and came out with various guidelines and Template Plan provided in this Note.

The process followed was like this. Each resource person was assigned the pre-identified plan/s available with the NIDM and NDM division of MHA to review based on the technicality of the content, relevance, sequencing of the chapters and functionality of the document. The resource persons consisted of field level public administrators, who have the hands-on experience of managing the disasters, and the academicians of NIDM. After a half-day of review, all the participants made the presentations of their findings, which are also provided in this publication (Chapter 3). At the end of the presentations all the workshop deliberated on the model outline of the DDMP (Chapter 2). The list of experts/delegates who attended the workshop and the list of plans reviewed have been provided in the Annexure I.

### 2. Technicality and Type of Content

1. The district disaster management plan (or any plan in general) should have following characteristics.
  - It should be clear & precise
  - It should be comprehended at all levels, by all officials (not too technical or verbose)
  - The year of plan preparation should be clearly mentioned to facilitate updation.
  - Provide flexibility in execution: seasonality of hazards and roles should be clearly mentioned.
  - Should use all existing management information systems for maximum efficiency
  - Should mention about continuity in management in case of a change
  - Maximize the resource utilization
  - Include/link with the secondary/support plans such as specific departmental plans and industrial plans located in the district.
  - The Plan should be integrated with lower level plans such as Block or Village DMP and also with the State and national level policies and strategies.
  - Facilitate Coordination at all levels
  - Emphasize the training & practice such that the plan is executed with most precision and
  - Stress on the post-disaster evaluation and updation for continuous improvement of the same.
  - The plan should also be technically competent with no errors.
  
2. Hazard, risk and vulnerability analysis:
  - 2.1. A general observation had been that many plans missed on the part of hazard, risk and vulnerability (HRV) analysis. While some plans listed the hazard chapter first and the risk analysis later, some other plans 'assumed' some hazards as important and discussed them in detail. It is to be noted that the proper way of doing HRV

analysis is by establishing the most damaging hazard (by its frequency, impact and magnitude in comparison with other hazard), identifying the risk areas (areas which faces often such hazards), who and what is at risk, and finally identifying the vulnerability factors (factors that make people living in those areas susceptible to the hazard impacts). It is important to know that risk analysis encompasses the hazard and vulnerability analysis. For further help on HRV analysis, you are requested to consult the NDM Cells in your State Administrative Training Institute (ATI) or National Institute of Disaster Management (NIDM).

- 2.2. In HRV analysis and resources: Please mention whether the existing resources (various equipments and manpower) are sufficient in dealing with the major disasters identified above as it also leads to vulnerability of the location to the disasters. And, if the resources are not sufficient, please do provide what kind of contingency arrangements have been/to be made. This has to be clearly mentioned wherever the resources are discussed in the plan. Resource Inventory should be disaster specific.
- 2.3. Please mention the reliable resources only i.e. those which can be reliably utilized when need arises. Care should be taken such that the incapacitated/dysfunctional ones are excluded while estimating the infrastructural resources.
3. Latest maps and data should be included as far as possible. Wherever necessary, provide sources of information along with the year of data it originates from. Please note that the seismic zones have been changed from 2002 and new maps are available with the BMTPC and the new seismic map doesn't have areas under seismic zone I (merged with the Zone II).
4. Standard operational procedures should be specific for each department and should be classified under the heads Mitigation, response, relief and rehabilitation as the SOPs change from state to stage. Similarly, highlight if there are any hazard specific SOPs separately by listing the common ones first and the hazard specific ones later (See the template).
  - 4.1. The SOPs framed by the Armed Forces for disaster response should be shared with the district administration for better coordination.
  - 4.2. The SOPs should be standardized in a format
5. Linkages:
  - 5.1. Links with the developmental plans is important. This is done by sensitizing the developmental plans (and its designers) about the vulnerability aspects of the location and necessary changes needed in building the capacity of the government and other structures and institutions in dealing with such disasters. It is germane that the developmental plan is being more sensitive to disasters and its management rather than the disaster management plan getting more towards developmental plan. In fact, the developmental plan should use the disaster management plan as a resource in planning for future.
  - 5.2. Mention should also be made about links and roles of sub plans, departmental plans (fire, irrigation, agriculture, electricity etc), crisis management plans of major industrial establishments (both offsite and onsite), army etc. An elaboration is necessary on the role of army, ways of getting its help for search, rescue, and relief operations.
  - 5.3. The plan should also mention linkages with the NGOs and other organizations involved in disaster management at the district level. However, a mention should also be on the community level players such as community volunteers (disaster management teams) and how they are linked with the government disaster management systems for quick establishment of linkages in the wake of a disaster.

6. Meager or no emphasis has been made on updation, regular drills, monitoring, and evaluation. A plan that is not exercised is not made. Hence, a mention must be made, wherever appropriate (look at the template), on how the resources (infrastructure and manpower) and other components of disaster management and its progress in terms of implementation over the time. For this, clear guidelines must be given for continuous updating, monitoring, and evaluation of the plan.
7. DDM plan should emphasize on the mitigation (prevention and preparedness) and rehabilitation. Specific elaborate plans should be made for each of them and be made part of the overall DM plan. It is a good idea to have them in different volumes while the main DM plan mentions the gist of the plans.
8. Include thoroughly various forms, checklists, and other job-aides such as damage assessment, reporting, regular checking resources etc in the Annexure. Sample survey forms of the impact, reporting protocols would be useful including a checklist for updation
9. Relief management should be given priority in the response plan.
10. The DDMP should be prepared primarily as a Field Operations Guide, where, in a crisp matrix format, the main responsibilities of various functionaries can be put down. A job chart and checklist for Pre, During & Post disaster functions would be useful.
11. A provision for Volunteer Citizen Service (retired professionals) for manning Control Rooms etc along with Govt officials could be incorporated.
12. The DDMP should be financially, legally and administratively supported by the State Govt and institutionalized within the administrative framework. A clear note should be incorporated in the plan emphasizing the same.
13. Some decisions involving immediate response entail an element of risk for DM/Collectors. Therefore, financial administration should be absolutely clear and transparent.
14. Corporate sector operating within the district should be legally bound to support the district administration in times of crisis.
15. A Framework for involvement of public representatives in preparedness activities (MPLAD Fund) within DDMP would be useful.
16. Framework for dealing with public grievances, media management (stop rumor mongering & panic) should be developed: A Code of Ethics for media can be incorporated as an Annexure.

### **3. Content Presentation**

1. Provide a gist of the Plan upfront after the Contents page. This helps in quick grasp of the plan and increases the functionality as well. Please refer to the Template Plan for more details.
2. Too much wordy explanations and big paragraphs should be avoided. As plans are expected to be functional, only the required information in crisp sentences may be given. List the important points in bullets.
3. As far as possible, avoid providing theoretical information such as classification of cyclones, how a hazard happens, and what kind of damages they cause. If you still wish to provide such information, a second volume of 'support handbook' may be prepared. However, leave the main plan document as functional as possible.
4. Flush all the big tables (exceeding more than half page) towards the end of the document as Annexure. As images convey the best in least possible time, it is suggested to present hazards as pie charts (e.g. % of total number of hazards happening in that area) and impacts as bar diagrams (types of damages such as comparing livestock and human losses) or line diagrams (number of losses occurring over the years). Assure that no repetition of data in tables and diagrams takes place.

## Chapter 2

# District Disaster Management Plan: An Indicative Outline

The following outline has been agreed upon by the Consultation Workshop to be recommended for development of District Disaster Management Plans. However, one can make modifications according to their specific need.

### 1. DDMP

This section includes the entire DDMP in nutshell. The format for this chapter should reflect all major aspects of DDMP and designed such a way that the entire plan is understood in a glimpse. The format is given in the Annexure II.

### 2. Introduction

- Discuss the necessity of the plan
- Changing context of disaster management
- Clearly lay down the objectives of the plan and how they are to be achieved
- Whose responsibility is the development of DDMP?
- When the plan was prepared and when it is destined to be reviewed
- Any other info that helps understand the context and relevance of the DM plan

### 3. District Profile

Introduce the district in terms of its climate, geography, and topography (temperatures, rainfall, geographical area, landholding pattern, cropping pattern, rivers, livelihood details, major drinking water sources, critical establishments etc), demography (literacy rate, poverty, economy, percapita income, main occupation of the people), climate and weather, rivers, roads, hospitals, and other critical infrastructure such as industries. This should not exceed two printed pages. The additional information may be provided in the Annexure.

### 4. Hazard, Risk, and Vulnerability Analysis

Hazard, risk and vulnerability analysis (HRV) is the most important part of the plan as the entire planning process will be based on its outcome. Any error in identifying the frequency, magnitude and projected impact leads to erroneous identification of major hazard and hence the erroneous plan. The necessary outcomes of the HRV analysis should be the type of hazards that the state is prone to, history of hazards, impact analysis of the worst case, the area, people and infrastructure that is prone to the risk of these hazards and their vulnerability of being damaged by such disasters due to their vulnerability characteristics. Vulnerability Assessment should deal with the socio-economic vulnerability, housing vulnerability and environmental vulnerability. HRV analysis should also include resource inventory/capacity analysis, preparedness analysis in terms of network of communication systems, public distribution systems, storage facilities, transportation facilities, medical facilities, fire stations, cyclone shelters with their capacity, presence of NGOs and other volunteers etc so as to enable quick response. The vulnerability atlas of BMTPC may be referred for this purpose. Further assistance can be obtained from NDM cells of your state ATIs or NIDM.

### 5. Institutional Mechanism

This chapter should focus on

- The structure of disaster management mechanism at the district level

- District Disaster Management Committee
- Disaster management teams
- Crisis management group/Incident Command System
- Emergency operation centers and its operation
- Site Operation Centers
- Modalities (role, inter-institutional communication mechanisms, linkages etc) for involvement of army, NGOs and other non-governmental agencies (e.g. stand alone institutions)
- Linkages (with exact coupling points<sup>1</sup>) with the sub-plans (block plans, plans of major industrial establishments, departments (police, fire, agriculture, institutions such as NGOs etc).

## 6. Mitigation Plan

- This chapter should mainly focus on various ways and means of reducing the impacts of disasters on the communities through damage prevention.
- Major focus may be given to disaster mitigation owing to its importance in reducing the losses.
- The mitigation plans should be specific for different kinds of hazards identified in the HRV analysis section.
- Mitigation plans should also be specific for specific sectors
  - Mitigation plans should deal with both aspects: structural and non-structural
- This session should essentially include the strategy rather than the technical listing/description of various methods of resistant construction technologies etc.
  - Identification of various departments including PRI and ULBs for implementing the mitigation strategies is important.
  - Community mitigation measures should be identified and implementation modalities formulated.
  - A Training Strategy should be formulated for training major government and non-governmental cadres in the state who can aid in disaster management.
  - The mitigation plan should also include a chapter/section on preparedness planning. Some indicative components may include:
    - Operational readiness of facilities, equipment & stores
      - Setting up of EOC, Staffing, infrastructure, communication etc
      - Updation of resource inventory, before the flood/cyclone season
      - Management/skills/simulation training
      - Community Awareness

## 7. Response Plan

The onset of an emergency creates the need for time sensitive actions to save life and property reduce hardships and suffering, restore essential life support and community systems, to mitigate further damage or loss and provide the foundation for subsequent recovery. Effective response planning requires realistic identification of likely response functions, assignment of specific tasks to individual response agencies, identification of equipment, supplies and personnel required by the response agencies for performing the assigned tasks. A Response plan essentially outlines the strategy and resources needed for search and rescue, evacuation etc. A Response Plan should be backed by SOPs.

---

<sup>1</sup> Points where the both plans/administrative structure meets/joins

A District Response Plan will essentially focus on: (list indicative, not exhaustive)

- Operational Direction & Coordination
- Emergency Warning & Dissemination
- Rapid Damage Assessment & reporting
- Incident Command System
- Search & Rescue
- Medical Response
- Logistic Arrangements
- Communications
- Temporary Shelter management
  - Free Kitchen/ Food Management
- Law & Order
- Public Grievances/Missing Persons Search/Media Management
- Animal Care
- Management of deceased
- NGOs & Voluntary organizations

Management of Relief and Logistic arrangements is an area that requires extensive planning and may still fall short of expectations. A separate **Relief Management Plan** can be prepared as a part of the Response plan to identify the projected relief needs, relief mobilization points, transportation routes, coordination mechanism with local police, coordination with national and international relief teams, relief transport vehicles, alternative communication like HAM radios (in case of communication failures) etc.

The Relief Management Plan with all important contact nos and checklists can be designed as a pullout from the DDMP, to facilitate easy functioning and coordination of relief officials.

### **8. Recovery & Reconstruction Plan**

Essentially discusses the strategy to restore normalcy to the lives and livelihoods of the affected population. Short-term recovery returns vital life support systems to minimum operating standards while long-term rehabilitation continues till complete redevelopment of the area takes place. Recovery and Reconstruction Plan should take into account the following components:

- Restoration of basic infrastructure
- Reconstruction/repair of lifeline buildings/social infrastructure
- Reconstruction/repair of damaged buildings
  - Insurance
  - Short-term Loans
  - Assistance
- Restoration of livelihoods
  - Loans
  - Assistance/Aid
  - Grants
- Medical Rehabilitation
  - Physiological
  - Psycho-social interventions
  -

### **9. Standard Operating Procedures**

Each SOP should clearly mention the roles and responsibilities during various stages of disaster management cycle (i.e. during disaster and post disaster including response, relief, rehabilitation, prevention and preparedness).

- District Disaster Management Committee, Information management team, Search and rescue team, Emergency health management team, Relief (food, feed, fodder and civil supplies) team, Transportation management team, Infrastructure management team, and Animal resource management team
- Checklist for District Collector
- Checklist for various DMTs
- Checklists and SOPs for district Emergency Operations Center
- Irrigation dept, electricity dept, agriculture dept, police, chief district medical officer, Public works dept, telecommunication dept, rural water supply & sanitation dept, and chief district veterinary officer, fire service, food & civil Supplies Dept.
- Checklist for ULBs (Municipal Corporation etc)

### **10. Linking with the Developmental Plan**

Linkages with the developmental plan is established by sensitizing the developmental plans (and its designers) about the vulnerability aspects of the location and necessary changes needed in building the capacity of the government and other structures and institutions in dealing with such disasters. Incorporation/integration of mitigation components within the development plan facilitates implementation of both DDMP and District Development plan and aids in long-term risk reduction process. It is germane that the developmental plan is being more sensitive to disasters and its management rather than the disaster management plan getting more towards developmental plan. In fact, the developmental plan should use the disaster management plan as a resource in planning for future.

Mention in this section on how the developmental plans are linked/sensitized about the disaster vulnerabilities of the region and how they are taken care of in terms of building capacities at various levels and various outlays provided for the same.

### **11. Budget and other Financial Allocations**

This chapter should focus on the budget and other financial allocations made at district level in preparing and executing the disaster management plan. All relevant Government Orders (GOs) issued from time to time should find a reference here with important ones attached in Annexure.

### **12. Monitoring and Evaluation**

This chapter should lay down the rules and regulations for

- Proper monitoring and evaluation of the DM plan
- Post-disaster evaluation mechanism
- Its regular updation
- Periodic uploading of updated plans at IDKN and resources on IDRN
- Conducting periodic mock drills
- Checking whether all the personnel involved in execution of DDMP are trained and updated on the latest skills necessary in line with the updated plans

### **13. Annexure**

The following Annexure must be included along with the plan. Additional Annexure may also be attached according to the specific need.

### **13.1. District profile**

2.11 Latest data on geography, demography, agricultural, climate and weather, roads, railways etc that describes the district may be provided. However, care must be taken to summarize the data so as to not to make the plan document bulky.

### **13.2. Resources**

- Hazard specific infrastructure and manpower should be mentioned here
- Usage of IDRN, IDKN etc (updating them, latest update available etc)

### **13.3. Checklists**

The following checklists are necessary to be included in the plan. Additional checklists may be attached depending on the necessity.

Checklists to be included are for district collector/magistrate, ZP President, Executive Engineer, district agricultural officer (Joint Director), and other important officers representing the emergency support functions at the district level.

### **13.4. Media and information management**

Provide strategy for managing mass media such as newspapers and television in terms of dissemination of information at the wake of disasters. Clear guidelines would help the administration in avoiding communication of wrong information and creating panic.

### **13.5. Process of development of DDMP**

Here, discuss in short the process adopted for developing the DM plan. Also mention the year in which it was developed and when the next update is pending etc.

### **13.6. Contact numbers**

Latest important contact numbers of EOC, DMTs, fire, irrigation and flood control, police etc must be provided.

### **13.7. Do's and don'ts all possible hazards**

A comprehensive list of do's and don'ts for district administration in handling the disasters and at various other phases of disaster management should be provided. Remember, this list is not same as that of do's and don'ts necessary for common man in managing disasters.

### **13.8. Important GOs**

You may wish to attach most important GOs issued in smooth implementation of the DM plan.

## **Annexure I**

### **Observations Made on Individual DDMPs**

The following specific observations were made by the resource persons on the district disaster management plans reviewed in the Consultation Workshop conducted at NIDM on 29<sup>th</sup> November 2004. The consolidated report has been provided in the first section of this document.

#### **1. CUDDALORE**

##### **1.1. Strengths**

- Well linked (in the document) with the other plans of the district (industrial, power etc) (how is it linked in operation...no idea!)
- Resources such as boats, electric generators etc
- Data support on cyclones, floods etc is good
- Good chapters: 'DM structure', 'damage assessment'

##### **1.2. Weaknesses**

- Difficult to find the answer to the question 'When was it prepared'
  - Sequence:
    - Hazard analysis first and risk analysis while the risk analysis encompasses hazard analysis
    - The planning process (again mentions how it should be done rather than how it was done...leaving it to our imagination) and other info to go to Annexure
  - Too much of theoretical information (different kinds of cyclones, construction techniques etc) **makes it a more a 'Resource Book' rather than a plan**
- Technicality**
- Assumes floods and cyclones as most important and then derives the data support to it with less comparative analysis on other disasters
  - Gives country scale maps and talks at district level
  - Old maps (old seismic zones)
  - Poor analysis on the preparedness front and capacity fronts (whether the existing resources are sufficient or not?)
  - SOPs not mentioned according to the phase of disaster (mitigation, prevention, peacetime etc etc)

##### **Presentation**

- Too much wordy...One has to dig out to find out the real thing...
- Data is scattered i.e. Annexure in and outside the main text/chapters and at the end of the book. Some data is repetitive (same data in tables and figures)
- 

##### **Functionality**

- The functionality of the plan can be assessed by asking some questions and finding answers in the plan. The plan provided small or no answers to the following sample questions
- Q: What is the first step I should take in the event of cyclone warning?
- A: Leaving it to your logical skills or plan assumes that you know your role...
- Q: What is the next decision making step?

- A: read a full SOPs or I am trained so I should know it...

### **1.3. Some other recommendations**

- 2/3 pager plan should be provided up-front of the document such as help understand the plan quickly (series of tasks to be achieved) in gist/ nutshell
  - Major hazard vulnerability
  - Response and other mechanisms (flow diagrams)
  - Important data on resources (infrastructure and personnel etc)
  - Update version number and whether linked to IDRN or not (cross checked for facts and figures)

## **2. DHANBAD**

### **2.1. Risk Assessment & Vulnerability Analysis**

#### **Strong points**

- Clear identified the vulnerable areas towards natural (11) & manmade disasters (8)
- Earthquake is a massive disaster as come under earthquake Vulnerable zone III as like Ahmedabad of Gujarat

#### **Weak points**

- How much areas of Dhanbad is vulnerable to different natural disasters (%age).

### **2.2. Disaster Response System in Dhanbad**

#### **Strong points**

- Three tier DRS in Jharkhand to operate IMT, QRT, ESF and DCR.
- DCR-Vital linkage among EOCs of State, District & Block (on site) levels.

#### **Weak points**

- Four tier DRS i.e. Panchayat Raj System (village level) to be adopted.
- At on site, local people to be involved in IMT

### **2.3. ESF of Dhanbad District**

#### **Strong points**

- An effective operational system of 14 identified ESFs (Table-5.1) covering all aspects of DM

#### **Weak points**

- Gender issue is not discussed

### **2.4. DCR System in Dhanbad**

#### **Strong points**

- Information Flow Chart of DCR including BCR (Block Control Room)
- Coordination Structure at District level Control Room
- Activity wise flow of Information among Revenue Control Room, DCR and Site Operation Centre.
- Early Warning Dissemination

#### **Weak points**

- Role of CWC & IMD in Early Warning Dissemination
- Coordination between Govt. agencies towards victims at Short term & Long term basis

#### **2.5. CRO At Block level**

##### **Strong points**

- Functions of CRO at different stages i.e. pre, during & post disaster.
- Reference materials in block control room

##### **Weak points**

- Socio-economic aspects of the affected areas to be studied along with the old people of these areas
- Documentation work (Lesson learnt) to be carried out with the Research Units

#### **2.6. SOPs at Block Level**

##### **Strong Points**

- BDO as Officer in charge of Emergency Control Room during disaster
- Functional distribution of work
- Press briefings through a well designed format
- Check lists at various levels apart from BDO, Panchayat Samiti, MO, CHC, JE/SDO, etc.

##### **Weak points**

- Panchayat Samiti & other institutions like education to be more active

#### **2.7. Crisis Response Structure Designs/ Layouts**

##### **Strong points**

- Control Room Operation – Early warning dissemination
- Evacuation Response
- Search & Rescue Operation
- Health services
- Shelter Management, Relief Operation, Water & Sanitation Response & Infra structure Restoration
- Coordination & Linkage with G.P. and Village

##### **Recommendations**

- Clear identification of safe places for Evacuation
- Mention the role of Army in search & rescue & relief operations to be involved
- Coordination and linkage of DCR with GP and Village to be enhanced
- DM Plan be more oriented on disaster Preparedness & Mitigation measures

### **3. EAST NIMAR**

#### **3.1. Strengths**

- The plan is comprehensive, detailed

- Gives good resource inventory
- Well focused on coordination
- Mentions about the participation of volunteers/Home Guards
- Specifications for retrofitting
- Suggested information dissemination format
- Media management chapter, guidelines/Format
- Detailed and Comprehensive Annexures:
  - Guidelines for requisition of Armed Forces, maintenance of Accounts, Functioning of Control Room, Search & rescue Operations, Evacuation planning & Relief Camp management, triage & transport at site.
  - Detailed Resource Inventory including manpower
  - Checklists for Search & Rescue, Medical Relief, Shelter Management, Preparedness checklist, response checklist
  - Operational Responsibilities of major line departments

### **3.2. Lacunae**

- Detailed District Vulnerability map to be prepared.
- Stand alone plan, not linked to Dev plan
- Monitoring & evaluation
- Updates for plan, resources, volunteers not mentioned
- Dos & Don'ts: cursory mention
- Preparedness plan could be more detailed.
- Rehearsals, exercises could be added
- Community participation minimal
- Not linked to lower level plans at the tehsil, block or village level.

## **4. JAMNAGAR**

### **4.1. Introduction**

- Sufficient details given – no revision suggested

### **4.2. Risk and Vulnerability Analysis**

- Gives a table indicating probability and likely areas to be affected
- No Analysis – vulnerability is rating is too general, Hazard specific vulnerability required

### **4.3. Contingency Plan for early warning, relief and recovery**

- Linked to ICS (10 Units)- not sure of conformity with LBSNAA system
- Emergency Operations Task-force 16 listed (could add Debris clearance)
- EOCs - DCR, operations Room, Taluka CR listed with facilities available and broad functional responsibilities-Flow chart gives succinct cross cutting linkages

### **4.4. Annexure 1**

- District Profile gives area and administration, climate, river system, post, salt works, live stock, industries, roads and railway, health.
- Could add more info on agriculture, demography

### **4.5. Annexure 2**

- District Incident Command system – Officers and contact details

- Repetition of page 28

#### **4.6. Annexure 3**

- Control Room Contact numbers
- Taskforces mentioned, numbers not given
- It also lists a number of additional attachments-detailed, but doesn't include the facilities For e.g., its list down the hospital, Government and Private, but no information on the number of beds, doctors or facilities.
- Sector specific plans are included in the list

#### **4.7. Annexure 4**

- Guidance on Risk and Vulnerability Ranking
- This mentions the importance of listing probability and impact rating- too broad to understand hazard specific vulnerability

#### **4.8. Annexure 5**

- A note on District level Mitigation, prevention and preparedness (ADB Consultant)
- Mentions the importance of mitigation and prevention analysis at sub-district level to form a part of the plan, Public Private partnership, Education and Capacity Building

### **5. KENDRAPARA**

#### **5.1. Overview of the district**

- Detailed information given
- Some of the large tables could be shifted as Annexure

#### **5.2. Recommendations**

- Very comprehensive, needs structuring
- Several details can be shifted to annex
- SOPs can be in a separate document
- Mitigation part is weak. Could pull out from sub-district level documents
- Capacity building requirements not listed

#### **5.3. Annex**

- 18 Annex giving actions to be taken by various Government Departments and details of the facilities available
- Another set of annex giving sectoral action
- Mitigation measures suggested are preparatory in nature, not structural measures.

### **6. KHAGARIA**

#### **6.1. Strengths**

- Almost model
- Flood specific-comprehensive
- Roles –clear well defined
- Pre, during & post disaster work/job chart
- Seasonality of hazard & roles
- Tasks well defined
- Task forces entrusted

- Stress on preparedness
- Brief and interesting- a good document

### **6.2. Weaknesses**

- Vulnerable areas should be clearly demarcated
- Hazards –area vulnerable should be indicated
- Maps are not there
- Route chart to reach should be included
- Route chart to rescue should be included
- Assignment of areas for rescue, relief & relocation for individual departments/persons should be there
- Department wise check lists should be provided along with monthly duties/roles
- District level committee- electricity department is missing
- Information on block level committees should be provided
- Gram Panchayat information is not provided
- Information on involvement of civil society should be provided
- Infrastructure- requirement and gaps if any needs to be identified
- Outsourcing of help should be made clear

## **7. LATUR**

### **7.1. Merits**

- Adopted a multi-hazard approach
- Objectives have been detailed out
- Underline Policy statement to mitigate disasters and protect life
- Geographic and socioeconomic profile of the district

### **7.2. Lacunae**

- RA&VA is not done
- Educational, occupational, social and economic
- Building codes and implementation-poor content
- Disaster vulnerability- floods, earthquakes, and fires, industrial and chemical accidents
- Table on disaster probability is inapt
- Social and psycho impact only in earthquakes
- No damage to infrastructure and govt. systems in disasters
- Table on vulnerability of systems and services to disaster events -inapt
- Rail network-not vulnerable to any disaster
- Disaster probability is not included
- Earthquake, flood, epidemics, road accidents and fires not clearly mentioned
- Industrial and chemical hazard not identified but still detailed out in Annexure 1&2
- Context of Annexure 4: Minor irrigation projects completed which is out of relevance to the plan.

### **7.3. Recommendations**

- Content page should be included
- Restructuring of the contents has to be done

- Repetition of contents should be avoided
- Detailed plan has to be made.
- Inapt and inadequate tables should be removed
- Irrelevant data to be done away with

## **8. MAHARAJGANJ**

### **8.1. Strengths**

- District Overview is concise
- Hazard Identification done – Flood & earthquake
- Risk & Vulnerability Assessment good
- Mitigation aspects specifically covered esp. relating to floods– can be of help in integrating with development plans
- Plan review protocol & periodicity well enunciated
- Departmental Checklists/SOP's well covered – preparedness phase

### **8.2. Strengths**

- Departmental Responsibilities clearly laid out – Response phase
- Needs well identified esp. of vulnerable sections with regard to floods
- Emergency relief kit for flood affected well thought out
- Reporting Formats included
- Database of contact nos. included

### **8.3. Recommendations & issues**

- District Map to be incorporated in greater detail
- List of villages likely to be affected can be illustrated
- Earthquake response needs & intervention assessment can be detailed further.
- Resource inventory can be incorporated specific to the hazards identified
- Organizational structure needs to be reworked in the light of the ICS
- Communication flowcharts to be incorporated
- Many of the mitigation measures suggested especially regarding earthquake are policy decisions which can be excluded from the DDMP
- DDMP needs to be backed by agency specific action plans & reporting protocols
- Do's & Don'ts for specific events, affected population & even responders can be incorporated
- Sample survey forms to be included.
- Set of activities to be done by various line departments can be classified in a user friendly manner –matrix type
- Earmarking a portion of development funds for mitigation activities

### **8.4. Other issues**

- Strengthening fail safe communications networks
- Upgrading critical Infrastructural Facilities
- Integrating VDMP & Off site Emergency plans with DDMP
- Pre arranged contracts for critical supplies & equipment
- Developing Field Operational guide for Responders

## 9. MUZAFFARPUR

### 9.1. *Strong points*

- Detailed information about district administration has been provided.
- Identification of types of disasters
- Identification of types of resources
- Human resources
- Resources available with dist. administration like fire fighting, medical & health etc.
- Material resources through IDRN (update?)
- List of telephone numbers of certain categories present like NGOs, govt. depts. press & media
- Contains formats for sending w/less and for conducting quick surveys for relief operations.
- Mentions the role of various district level functionaries and of various departments
- Stresses on IEC mentions the role of community in prevention of certain types of disasters
- Mentions the time table for updating certain records and inventories

### 9.2. *Recommendations*

- Disaster specific response and role of various agencies for each type be prescribed.
- Framework for involvement of public representatives be created.
- Directory of resources for various expected disasters be created.
- Role of army and sop for requisitioning their services be incorporated.
- Good road maps be incorporated
- Mapping of disasters would be a good idea.
- Plan be prepared in a manner that response to any disaster can be initiated by personal staff SHO etc without loss of time and should be such that lower level functionaries are able to act as per the plan.
- Plan for mitigation and rehabilitation be given due weightage.
- Plan should incorporate the role of DLOs and other agencies so far as preparation of their own contingency plans for various identifiable and foreseeable disasters are concerned.
- Administrative and command structure of various departments/agencies must be highlighted.

### 9.3. *Some issues*

- Proper legal framework be prepared so that govt./semi-govt./private agencies can be made legally accountable for providing services in times of disasters.
- Issue circulars/orders directing army to share their SOPs, inventory of resources(men, material and machinery)with civil authorities
- Provide district collectors with foolproof communication system so that relief and rescue operations can be started w/out delay.
- Prepare a disaster management code on the lines of famine code which gives details of scale of finances to be made available to a district so as to bring greater transparency.
- Explore the possibility of setting apart certain % of css funds/sfcs/state plan funds in the 'district disaster management society' so as to encourage local level innovations, IEC, documentation, regular w/shops, starting temporary relief works immediately.
- Create a structure for a very good advanced forecasting and warning system for various types of disasters likely to strike the district.
- Prepare legal framework requiring approval by a high powered district level team of certain activities of local bodies such as approval of building plans of certain types of buildings etc.

- Giving more teeth to the factories and boiler inspector / change in the act to ensure adherence to fire control standards, better on site and offsite emergency plan
- Create a system for regular training of manpower.

## 10. NORTH 24 PARGANAS

### 10.1. *Comments*

- This plan includes both annual action plan and long term plan of four years. This need to be separated.
- Annual action plan should be prepared basing on the dire necessities of the field realities taking together of all the concerned departments.
- The provision of funds for this annual action plan need to be made in the budget for which preparedness can be implemented.
- There is no rehabilitation part in this plan. Specific provision should be made to rehabilitate the encroachers who setteled on the Government land and canal embankments.
- There no provision for assessment of damage made to the victims of the calamity – both private & Government.
- No procedure has been enunciated for deployment Armed personnel and their management during the calamity, and fund required for this purpose.
- There is no provision to deal with the unlawful migrants who had migrated from the neighbouring countries and not accepted as citizens of India but became victims to calamities
- Provision should be made to handle the assistance coming from different organisations ( both Govt./ Non Govt.) during the time of calamities.
- Deployment of civil defence volunteers and NCC cadets during the calamities should be categorically mentioned in the plan.
- A separate Chapter should be provided to fix up reasonabilites with the NGOs dealing with rehabilitation of victims after calamity is over, in case of their non performance and cheating.
- Provision should be made to impress upon state government to give logistic and financial support to the plan for the disaster management (both short term & long term).

## 11. RUDRAPRAYAG

### 11.1. *Strengths*

- Sufficient data is given
- Data on compilation of individuals posted at different locations is useful
- Hazard profiling was done well
- List of NGOs is handy
- Tehsil wise DM committee has been sufficiently mentioned

### 11.2. *Weaknesses*

- Hazard database was not good
- No HRV analysis done
- Much of the information might not be important for the DDMP
- No maps on geographical and vulnerability of the tehsils are given
- No information about the district level key functionaries given
- Plan is silent on many fronts – mapping of state and private resources

- Implementation arrangements are not clear
- Mitigation and response got mixed together
- No linkages with any of the initiatives taken under the national plan
- History of disasters is not provided to assess the vulnerability of the district

### **11.3. Recommendations**

- District officials should be facilitated with the trained hands on DDMP  
District officials should also be exposed to half a day workshop on DM planning national initiatives

**Annexure II**  
**Resource Persons who reviewed the DDMPs**

| <b>S No</b> | <b>Name</b>             | <b>Address</b>   | <b>Plan Reviewed</b>  | <b>Score<sup>2</sup></b> |
|-------------|-------------------------|--|-----------------------|--------------------------|
| 1           | Ajinder Walia           | Senior Research Officer<br>NIDM, IIPA Campus, IP Estate<br>Ring Road<br>New Delhi-02<br>011-23702432, 011-23702443,<br>011-23702442 (F),<br>ajinder@nidm.net                       | Latur                 | 3                        |
| 2           | Anant Kumar             | Relief Commissioner<br>UP Secretariat<br>UP Adhikari Bhavan, R NO 44<br>Lucknow 226001, Ph: 0522-<br>2238200   | Alwar (not presented) | 2.5                      |
| 3           | Chandrani Bandyopadhyay | Sr. Research Officer National<br>Institute of Disaster<br>Management (NIDM), IIPA<br>Campus, I.P. Estate, Ring<br>Road,<br>New Delhi-110002<br>011-23702442,<br>chandrani@nidm.net | Khandwa               | 4                        |
| 4           | Dhananjay Kumar Das     | District Collector<br>Jagatsinghpur<br>Orissa<br>Ph: 06724-220199, 220399,<br>Fax: 06724-220229  | North 24 Parganas     | 3.5                      |
| 5           | Hemanta Kumar Sharma    | District Collector<br>Kendrapara,<br>Orissa 06727-232602 (O),<br>06727-232802 @, 9437065344<br>(M),<br>hemantsharmaias@hotmail.com   | Maharajganj           | 4                        |
| 6           | Kaushik, A. D.          | NIDM<br>IIPA Campus, IP Estate, New<br>Delhi-02<br>011-23702432, 011-23702443,<br>011-23702442 (F),<br>kaushik@nidm.net  | Dhanbad               | 3                        |
| 7           | Padmanabhan G           | UNDP, C-23, Defence Colony<br>New Delhi  | Jamnagar              | 2.5                      |

<sup>2</sup> The plans were scored in the scale of 1-5 by each participant based on the content and technicality of the analysis and sequencing of the chapters.

| <b>S No</b> | <b>Name</b>    | <b>Address</b>  | <b>Plan Reviewed</b> | <b>Score<sup>2</sup></b> |
|-------------|----------------|---|----------------------|--------------------------|
|             |                | 24332388, 24331425 (O),<br>9810402937 (M),<br>g.padmanabhan@undp.org  | Kendrapara           | 3                        |
| 8           | Prabhakar SVRK | Project Associate<br>UNDP_GOI Programme<br>NIDM, IIPA<br>Ring Road, New Delhi-02<br>0-9811299711,<br>sivapuram.prabhakar@undp.org                                   | Cuddalore            | 3                        |
| 9           | Rajiv Topno    | District Collector<br>Bharuch, Gujarat<br>02642-240600 (O), 02642-<br>240703 ®, 02642-240602 (Fax),<br>9825049123 (M)<br>Collector_bha@gujarat.gov.in               | Khagaria             | 3.5                      |
| 10          | Santosh Kumar  | Professor<br>Planning and Community Issues<br>NIDM, IIPA Campus, IP Estate<br>New Delhi-02<br>011-23702432, 011-23702443,<br>011-23702442 (F),<br>Santosh@nidm.net  | Rudraprayag          | 2                        |
| 11          | Tanmay Kumar   | District Collector<br>Kota, Rajasthan<br>0744-2451200 (O), 0744-<br>2451100 ®, 2450165 (Fax),<br>9414181018 (M),<br>tanmay@rajasthan.gov.in, dio-<br>kot@raj.nic.in | Muzaffarpur          | 3                        |

### **Annexure III**

#### **Indicative layout of the first chapter of DDMP**

