

The State Disaster Management Plan

Section- VI

PRE-REQUISITES

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13. Policy, Legal and Technical Provisions

Preconditions are the bedrock on which the edifice of any plan is built. Remaining in place of these conditions is essential for the implementation of the given plan. Those preconditions consist of:

- i) Policy decisions / Schemes formulation
- ii) Directions to the government departments
- iii) Creations of backward linkages for data collection and forward linkages for information dissemination
- iv) Induction of human resources
- v) Allocation of funds
- vi) Active participation of Departments
- vii) Active participation of Peoples Representatives.

13.1 Policy decisions/ Schemes formulation

The policy decisions required to be taken:

13.1.1 Creation of Specialized Institutions: The creation of specialized institutions like the State Disaster Response Force, the Bihar State Institute of Disaster Management, and the Emergency Operation Centres shall require policy decisions to be taken at the Cabinet level.

13.1.2 Creation of Special Cadre of Staff

A special cadre of staff members in government departments and placing them in a Cell to function as a team of three for formulating department wise disaster mitigation and preparedness plan and intonating the developmental schemes with disaster mitigation measures and making financial allocations for the implementation of the same.

The roles and functions of the Disaster Management Cell in each department shall be like the **internal auditors** in the finance sections of each department. Besides, during the time of disaster response, they shall participate from the department side leaving others to attend to the normal day-to-day work.

These staff members shall preferable be shifted / promoted to serve in SDMA/DMD/BIDM so that the understanding and knowledge of disaster

management may be utilized in the rendering of disaster related specialized services.

13.1.3 Formulation of Hazard specific Policies

Hazard specific policies required to be formulated and firmly implemented are:

- i) **Earthquake:** Policies regarding construction, retrofitting and financial incentives / implementation policy regarding the above
- ii) **Floods:** Policies forbidding the construction of habitation in flood prone locations, within the embankments, low-lying areas, near the banks of rivers etc.
- iii) **Drought:** Water conservation/rain harvesting/ management policy. Policy/ schemes to provide incentives for water harvesting /rain harvesting etc.
- iv) **High Speed Wind:** Policy schemes to provide financial assistance to the marginalized section for construction of low-cost hazard resistant housing/Indira Awas.
- v) **Fire:** Policy to have no straw thatched roofed in houses in the State by a stipulated time and formulation of schemes for the same
- vi) Formulation of financial/insurance schemes to promote, protect, compensate disaster related mitigation, preparedness and damages.
- vii) Build Back Better policy integrating rehabilitation with livelihood and livelihood with betterment of life and living

13.2 Directions to the Government Departments

We look upward to have help and guidance. As such, the State Level Government Departments and institutions and functionaries shall have to set examples in disaster preparedness. They shall have plan and policies as well as a structure to implement them. The government functionaries should think of disaster management as a mandatory exercise demanding due attention and care.

Directions for the creation of space for other stakeholders to play allocated/ chosen role (s). Holding of meeting with them to review the position/progress.

Holding of the meeting of DDMA/DM Cell in the prescribed manner and number. Maintaining the minutes of the meeting and circulation of the same.

13.3 Creations of Backward linkages

The creation of backward linkages for data collection and forward linkages for information dissemination shall be created for the EOCs to perform properly. On the whole the State Disaster Management System shall have the bedrock of technologies to build the edifice of mitigation, preparedness, capacity building and response for disaster risk reduction. The technological facilities wise backward linkage required to be created shall be:

- i) GPRS enabled and solar powered Telemetric Rain Gauges at all Gram Panchayats in the vulnerable districts.
- ii) Satellite based Weather Monitoring Stations in all the 38 District stations in association with ISRO and GPRS equipped weather monitoring stations at block headquarters.
- iii) VSAT enabled and solar powered Permanent Seismic Monitoring station in the State Emergency Operation Centre
- iv) Web enabled data base management, application development, customization, development and calibration of numerical weather forecast, mathematical model at SEOC.
- v) Information, report, advisories shall be made available through mobile phone, e-mail and web portal to CM; VC SDMA; Chief Secretary, Principal Secretary, DCs/DMs, SP's CEOs DDMA, BDOs, In-charge PAPK/WAPK, print and Electronic Media
- vi) Underground water measurement and monitoring center at sub-division level.
- vii) River Gauges and discharge measurement at critical locations on rivers.

13.4 Induction of Human Resources

Human resource for the dedicated institutions shall be appointed, trained and placed. For that, guidelines shall be formulated and initiatives taken. For government departments also, opportunity for the existing staff members to opt to work in the area of disaster management shall be created and offered so that a dedicated cadre could be created for disaster management.

13.5 Allocation of Funds

Adequate financial support is not only an essential requirement for the proper implementation of the provisions in a plan but is also a factor to attract all stakeholders to put in their best.

13.6 Active Participation of Departmental Heads/Chief Executive

In all disaster management related interactions, the Head of the Departments and the Chief Executives shall participate. For, it is their understanding and appreciation of the issues involved shall drive the functionaries to act in a required manner. Lack of interest on her/his part is bound to result in lack of commitment / inefficiency of the functionaries.

13.7 Active participation of People's Representatives

Political will is the driving force for the body state. The will is expressed in the form of policies and demonstrated in the form of participation. Both the forms of expression are required to nurture the disaster management related initiatives and to implement the Plan.

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14. Financial Support & Allocations

Funding for the implementation of the State Disaster Management Plan is an issue that each state has attempted to deal in its own manner. But, in spite of the paradigm shift from relief to risk reduction based disaster management, the funding of the plan has remained, if not the same, then certainly similar: relief and response oriented.

The implementation of a plan is a wholesome exercise which is required to be in consonance with the provisions in the plan. Keeping this in view, the central govt. has created the National Disaster Response Fund and at the state level State Disaster Response Fund (SDRF) has been created. In the SDRF, the central govt. provides 75% of the amount and 25% of the matching fund has to be put in by the state. The fund has to be used to maintain the standard of relief as stipulated by the Central Government based on the recommendations of Finance Commission. In addition to this, the Centre Govt. has also provided ₹Rs 5 crore annually for 5 years for hazard related capacity building. This fund and allotment is managed by the Department of Disaster Management. The funds can also be made available to the BSDMA for mitigation purpose; a State Mitigation Fund has also been created under SDMA.

There are two ways of organizing financial support for the implementation of Disaster Management Plan:

- i) Allocation of a certain percentage of the total Annual Budget to meet the establishment, programme and activities cost, rescue, relief, response and rehabilitation cost.
- ii) Allocation of a certain percentage of the total Annual Budget to meet disaster mitigation expenditure in the Annual Budget and make allocations for the same as per the annual disaster management plan.

14.1 Allocation of certain percentage of the Total Plan Outlay

Around 10% to 12% of the annual budget normally gets spent on relief, repair and rehabilitation activities every year.

Funds meant for several other heads like MNREGA, BRGF, Indira Awas Yojna, departmental projects etc. can be explored for utilizing in disaster related matters. Convergence will make the availability of funds easier.

The establishment cost of BSIDM, BSDRF, SEOC, DEOC shall be part of the DMDs annual budget.

The establishment cost of BSDMA shall include the establishment cost of DDMA.

14.2. As a part of the Annual Budget Allocations of each department

The disaster management related plan expenditure as a part of the Annual Budget of each department is another option. But this is fraught with many constraints, for example, changing priorities of the government, availability of resources, dependence on Central Government allocations etc.

On the whole, the two options shall provide government with considerable freedom to spend on disaster management.

Ideally, certain percentage of the Plan outlay along-with central allocations, donations should be used for meeting the establishment cost of the disaster management related setups, such as SDMA, SDRF, BSIDM, SEOC, DEOC and for meeting all disaster management related programme and activities expenditure.

The expenditure heads, other than establishment cost of specialized institutions for which financial allocations shall have to be organized are:

- i) Capital cost of the infrastructure and facilities - one time
- ii) **Activity Cost** : awareness generation, training, capacity development, capability building, human resource development - annually
- iii) Equipment and material cost – one time and as per need
- iv) Programme and activity cost – department wise, - annually
- v) Repair & maintenance cost – as per requirements, - annually

Broadly Estimated Financial Requirements for the Proposed State Disaster Management Plan*

Sl. No.	Major Activities	Sl. No.	Item Details	Estimated amount (₹ Crore)	Time Frame					Implementing Dept
					2013-14	2014-15	2015-16	2016-17	2017-18	
1	Equipment for Disaster Management Cell in 26 Government Departments	i)	Computer accessories	-	-	-	-	-	-	DMD
		ii)	Photocopier	-	-	-	-	-	-	DMD
		iii)	Fax Machine	-	-	-	-	-	-	DMD
		iv)	Fire proof record keeping facility	-	-	-	-	-	-	DMD
			₹ 0.02 crore x 26 Depts.	0.52	0.52					DMD
2	State Emergency Operation Centres	i)	State & shadow SEDC level	-	-	-	-	-	-	DMD
			- VSAT	-	-	-	-	-	-	DMD
			- VHF	-	-	-	-	-	-	DMD
			- SW Radio Transmitter	-	-	-	-	-	-	DMD
			- GSM	-	-	-	-	-	-	DMD
			- LAN	-	-	-	-	-	-	DMD
			- GPRS	-	-	-	-	-	-	DMD
			- Computer + Accessories	-	-	-	-	-	-	DMD
			- GIS based information system	-	-	-	-	-	-	DMD
			- Fax Machine	-	-	-	-	-	-	DMD
			- Photo copying Machine	-	-	-	-	-	-	DMD
	- Satellite Phone	-	-	-	-	-	-	DMD		
	- Fire proof document storing facility	-	-	-	-	-	-	DMD		

		– Hot line	–	–	–	–	–		DMD
		– Tele printer	–	–	–	–	–		DMD
		– Web enabled	–	–	–	–	–		DMD
		– Data base management system with NWF mathematical facilities	–	–	–	–	–		DMD
		– LCD sets	–	–	–	–	–		DMD
		₹ 10 crore x 2	20.00	10.00	10.00	–	–		DMD
3	DEOC	– Same	–	–	–	–	–		DMD
		– ₹ 5 Crore x 38	190.00	95.00	95.00	–	–		DMD
4	Preparedness	1 Mechanized Boats in highly vulnerable Gram Panchayats (10 x 400 GP x ₹ 0.0015)	6.00	3.00	3.00	–	–		DMD
		2 Boat Ambulance (1 x 200 Blocks × ₹ 0.05)	10.00	5.00	5.00	–	–		DMD
		3 Training of Search and Rescue team 5 from each Gram Panchayat × 400 GP × ₹ 0.0001)	0.20	0.20	–	–	–		DMD
		4 Training of village level workers 5 from each severely affected villages x 10000 × ₹ 0.00005)	2.50	1.25	1.25	–	–		DMD
		5 Training of local bodies and civil society representatives at Block level 15 × 534 = 8010	0.80	0.80	–	–	–		DMD
		6 Training of officers of line departments at the district level (25 x 38 × ₹ 1500)	0.14	–	0.14	–	–		DMD
		7 Training of DM Cell Officers (26 x 3 = 78) × 3000 × twice year	0.05	0.05	–	–	–		DMD
		8 Orientation of legislators	0.05	0.05					DMD
		9 Training of school teachers & GP level workers (8471 x 15 × ₹ 1000)	12.71	3.17	3.17	3.17	3.20	–	DMD
		10 Awareness campaign (unit sub-division) (101 x 5 campaign = 505 campaigns) × ₹.	4.04	1.01	1.01	1.01	1.01	–	DMD

		20,000×4 times							
11		Distribution of First Aid Kits at GP level (5 x 8471 = 42355 × ₹1000	4.24	1.06	1.06	1.06	1.06	–	DMD
12		Distribution of fire extinguishers at GP / Thana/ School level (10 x 8471 = 84710 × ₹.3000/-	25.41	6.35	6.35	6.35	6.35	–	DMD
13		Ambulance at the Block level equipped with emergence life support systems (2 x 534 = 1086 × ₹. 40 Lakh	427.20	85.44	85.44	85.44	85.44	85.44	DMD
14		Training in First Aid and paramedics (5 x 8471 GP = 42355 × ₹. 5000/-	21.18	4.00	5.00	8.00	4.18		DMD
15		Creation of storing facilities & keeping of 1000 large tents and accessories at the district level 1000 x 28 × ₹. 8000	22.40	5.60	6.20	5.60	5.00		DMD
16		Creation of storing facilities and storing of grains and dry fast food items at the Block level spread over three Gram Panchayats (600 tones x 3 = 1800 x 534 Block × ₹.3000	288.36	57.67	57.67	57.67	57.67	57.67	Food & Consumer Protection Depts
17		Development of rain harvesting system and storing of rain water in drought prone areas providing subsidy for adoption	25.00	5.00	8.00	6.00	6.00		Minor Irrigation Depts
18		Training of Architects, civil engineers and masons in constructing earthquake resistant house & retrofittings	5.00	1.00	2.00	2.00			DMD
19		Placing at least one fire extinguishing engine at Block level, two at sub-division level and three at the district level 534+202+114= 850× ₹.30 Lakh	255.00	51.00	51.00	51.00	51.00	51.00	Home Depts
20		High Powered Gas cutters, debris remover, cranes (One set in each	38.00	5.00	11.00	11.00	11.00		DMD

			districtx38× ₹. 1 Cr.)							
		21	1000 sets of polythene sheets, blankets, bed sheets, utensil sets in each district x 38 × ₹. 1 Lakh	3.80	0.60	1.00	1.00	1.20		DMD
5	Mitigation	1	Desiltation of rivers	–	–	–	–	–		WRD
		2	Linking of rivers for providing additional flow to flooding water and subsequently harvesting the same for summer days	–	–	–	–	–		WRD
		3	Creation of Ahar & Pynes in 8 south Bihar districts & Ponds in 19 north Bihar districts. In all 27 districts @ ₹ 4 crore per district	108	18	30	40	20		Minor Irrigation Depts.
		4	Development of seven tals in the southern part of the Ganges	–	–	–	–	–		WRD
		5	Erection of Embankments	–	–	–	–	–		WRD
		6	Retrofitting in buildings	–	–	–	–	–		UDD
		7	Creation of underground water storage facilities in drought prone areas.	–	–	–	–	–		WRD
6	Response as per the relief rates fixed by Govt. of India	1	Ex-Gratia payment to families of deceased persons @ ₹. 1.5 lakh per deceased	–	–	–	–	–		DMD
		2	Ex-Gratia payment for loss of a limb or eye (5) @ 43,500 @ 62,00 depending upon % of loss.	–	–	–	–	–		DMD
		3	Grievous injury requiring hospitalization @ 3100 to be 9300.00 depending on duration	–	–	–	–	–		DMD
		4	Clothing & utensil per family @ ₹. 1400	–	–	–	–	–		DMD
		5	Loss of substantial portion of land caused by erosion/change of course of rivers @ ₹. 25000 per hect.	–	–	–	–	–		DMD
		6	For agri/horticulture crops @ ₹.3000 rained areas @	–	–	–	–	–		DMD

			₹. 6000 irrigated area							
		7	Perennial crops @ ₹. 8000 per hac.	-	-	-	-	-		DMD
		8	MilchAnimals@ ₹16,400 buffalo / cow	-	-	-	-	-		DMD
		9	Other Animals @ ₹. 15000 per animal	-	-	-	-	-		DMD
		10	Fully drainage destroyed house Pucca	-	-	-	-	-		DMD
			Pucca @₹. 3500 per house	-	-	-	-	-		DMD
			Kutchra @ ₹. 3200 per house	-	-	-	-	-		DMD
		11	Partially damaged @ ₹. 1900 per house	-	-	-	-	-		DMD
		12	Cattle shed attached with house @ ₹ 1250 per shed	-	-	-	-	-		DMD
7	Rehabilitation & Resettlement	1	As per the framework and guidelines of the Reconstruction Policy	-	-	-	-	-		Planni ng Depts.
8	Institutions	1	State Disaster Response Force Land + Building + Infrastructure	50.00	-	25.00	25.00	-		DMD
		2	Bihar State Institute of Disaster Management Land + Building + Facilities	70.00	-	10.00	30.00	30.00		DMD
			Total	1590.60	360.77	418.29	334.30	283.11	194.11	

(Rs. One thousand five hundred ninety crore sixty lakh)

* *The amount has been very generously estimated keeping in view the increasing rates of equipment and machinery. It is also suggested that there should be a single window procurement (in this case Disaster Management Dept.) procedure. The DM Cell of concerned Department shall provide technical assistance and support in the selection of equipment and machinery.*

Department wise Proposed Activities & broadly estimated Financial Requirements of those activities that could be quantified.

A. Disaster Management Dept.	Estimated amount in Rs. Crore	2013-14	2014-15	2015-16	2016-17	2017-18	Total
1. DM Cells	0.52	0.52	–	–	–		0.52
2. State EOC	20.00	10.00	10.00	–	–		20.00
3. DEOC	190.00	95.00	95.00	–	–		190.00
7. Preparedness	2846.28	576.09	587.13	578.14	571.95	552.95	2846.28
9. Response	As per Government of India Rules						
11. Institutions	120.00	35.00	55.00	30.00	–		120.00
B. Minor Irrigation							
	108.00	-	18.00	30.00	40.00	20.00	108.00
C. Water Resources Dept. 8.01,02,04, 05, & 07	As per their annual plan & approved rates						
D. Home Dept.							
	255.00	51.00	51.00	51.00	51.00	51.00	255.00
E. Urban Dev. Dept. 8.06	As per their estimated budget						
F. Food & Consumer Protection							
	288.36	57.67	57.67	57.67	57.67	57.67	288.36
G. Planning & Development Dept.	As per framework & guideline in reconstruction policy						

15. Cross-Cutting Issues

There is nothing cut and dried in life. Nor it is so in disaster management. There are overlapping issues and concerns. Such issues and concerns are:

- i) Co-ordination
- ii) Implementation
- iii) Monitoring
- iv) Review and
- v) Updation

15.1 Co-ordination

In the disaster management plan coordination is

- ✓ among the government departments
- ✓ among the agencies/institutions and
- ✓ among the stakeholders

Among the government departments the best agency to coordinate shall be the Chief Secretary who is also the chairperson of the State Executive Committee.

Among the stakeholders the co-ordination shall have to be done by the Disaster Management Department (DMD). Being the sectoral department, DMD shall have an authority to communicate, assign and solicit support from stakeholders like Central and State Govt Ministries/Departments, multilateral agencies corporate bodies, professional bodies, civil societies, NGOs and media. Besides, Media briefing shall be done by Chief Secretary/DMD only.

15.2 Implementation

The monitoring of the implementation of the Disaster Management Plan shall be under the aegis of the State Disaster Management Authority as per the mandate of Disaster Management Act, 2005.

The plan implementation shall primarily involve:

- ✓ Creation of specialized institutions like SDRF, BSIDM, SEOC, DEOC

- ✓ Equipping them with required infrastructure & technological facilities
- ✓ Hiring of qualified and competent manpower
- ✓ Providing them orientation and training
- ✓ Putting them on the job and
- ✓ Monitoring their round-the clock operations

The measures of disaster mitigation, preparedness and response shall be identified, planned and scheduled for implementation by the concerned departments and shall be monitored by Chief Secretary/DMD.

15.3 Monitoring

Monitoring of the functioning of these specialized institutions shall be done by Chief Secretary/DMD/SDMA. Monitoring of the programme and activity implementation shall be done by DMD.

During pre-disaster period DMD shall be in-charge of monitoring, during L₁ period DDMA shall be in-charge and during L₂, L₃ period SEC/DMD shall be in-charge of monitoring.

All monitoring reports along-with observations and comments of the concerned authority shall be finally sent to the State Executive Committee because it is the Chief Secretary who shall be the Incident Commander at the State level during response period as such he should be kept updated on all fronts.

15.4 Review

Review of the DM Plan on annual basis is required to be done specifically in the light of disaster taking place during the year.

A Review Committee consisting of the members of SEC, SDMA and Principal Secretary of DMD shall be constituted. In its meeting all the monitoring reports and damage assessment reports shall be reviewed to identify the aspects of the Plan required to be updated.

15.5 Updation

DM Plan updation is an exercise that shall be done on annual basis and shall be followed by briefing about the same to:

- ✓ the legislatures and
- ✓ the Departmental Heads and orientation about the same to
- ✓ functionaries of DM Cell in each department

- ✓ functionaries of EOCs, SDRF, BSIDM, DDMA, and
- ✓ other stakeholders

Such an exercise shall serve two purposes

- ✓ keep them updated about the Plan, and
- ✓ get their views and suggestions

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