

Process Oriented District Disaster Management Planning: Pilots in India



- 2 People Led District Disaster Management
- 3 Puri District Disaster Management Plan
- 4 District Disaster Management Plan of West Champaran
- 5 Revision of DM Plan Framework and Process in Gujarat
- 6 Making District Disaster Management in Ladakh
- 8 Role of State Disaster Management Authority in Making DDMPs
- 10 Development of a Model District Disaster Management Plan in Madhubani
- 11 Hazard and Vulnerability Capacity Analysis of Odisha
- 12 Making District Disaster Management Plan Pro Poor

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People Led District Disaster Management

Soon after the Odisha Cyclone and the Gujarat earthquake, the Government of India (GoI) prioritised a national policy on disaster management and advocated a change of direction from a post-disaster reactive approach to a proactive stance before the occurrence of disasters. The GoI also provided a new legal framework and promoted the greater harmonisation of disaster management efforts. The policy set forth principles (including the significance of community roles and active civil society participation), objectives (including emphasis on prevention, DRR and promoting regional and national cooperation), strategies and provisions for promoting inter-sectorial complementarities.

The National Disaster Management Act 2005 mandated national, state and district authorities to develop policies, guidelines, and plans for the proper implementation of disaster management plans to reduce adverse impacts on communities and to facilitate the timely and effective responses to disasters. It stressed the inclusion of mitigation, preparedness, and DRR measures into development activities. As a result State Disaster Management Authorities (SDMAs) in various states initiated the development of District Disaster Management Plans (DDMPs). However, some plans were merely a collection of contact phone numbers of important authorities and departments from the district. There were significant gaps in these operational plans mainly due to the non-availability of a standard planning framework, lack of expertise and dedicated resources. Lack of community participation and that of relevant stakeholders in the preparation process also resulted in the lack of ownership among intended users and beneficiaries.

Disasters tend to happen to people at risk. People are at risk because they are vulnerable to hazards. This vulnerability can be best reduced by

increasing people's capacities to deal with underlying social, cultural and physical factors.

The key to successful disaster management plans is to ensure the involvement of people who are the victims, who are at risk, or could be potential victims. If this is not practiced it is often unsustainable, costly and ineffective. Most DDMPs in the country lack participation from affected communities and civil society. A participatory community-level disaster management approach involves a cross-section of people in the design and development process of the plan. When local people develop these plans there is more interest, greater ownership and understanding, resulting in the successful reduction of suffering and losses. The key principles of this approach thus are:

- Communities themselves are best placed to prioritise threats and take effective risk-reducing actions.
- The best time to reduce the impact of disasters is before the next disaster occurs. Hence, preventive actions should be an integral part of effective disaster management plans.
- The identification and mapping of hazards along with who and what may be affected is necessary before risk reduction plans can be made.
- Progress has to be well-publicised to maintain interest and strengthen the culture of disaster reduction.

An example of this is found in the recent NDMA/SDMA collaboration with civil society to develop a community-led DDMP for the Madhubani district, Bihar. One of the key highlights of the Madhubani DDMP process is that though it is oriented towards response, it also focuses on risk reduction and prevention. Incidentally, prevention has been recognised as an important aspect of DDMPs and poverty reduction strategies by the district and state disaster management authorities. As a result of the DDMP

several agencies/departments in Madhubani have shown willingness to incorporate prevention measures into their regulations, such as the building codes which are used by town planners to regulate the development of settlements. It was encouraging to note the high level of commitment from various stakeholders to improving DRR mechanisms.

Tearfund has been working along with its partners to lobby governments at all levels for policies to facilitate the development of effective people-friendly plans. The Madhubani DRR project implemented by its partner organisation EFICOR along with support from Sphere India in 30 villages in Madhubani was instrumental in the development of a pilot District Disaster Management Plan (DDMP). The strength of this pilot DDMP has been the process as it incorporates the involvement and participation of all levels of stakeholders, from communities to district/state/national government authorities. In view of the intensive involvement from all relevant stakeholders, the pilot DDMP has received good response and acceptance from the NDMA and SDMA. This is considered as the first ever attempt in developing a DDMP which has been based on the active involvement from first respondents in natural disasters.

As mentioned above, the thrust of the DDMP is that it is being developed involving affected communities. The approach has been bottom-up but at the same time inclusive of all relevant stakeholders, be it government departments or NGOs, at all stages of developing the plan. This is truly a plan developed by the people and for the people. This plan has also influenced many other civil societies to take up similar preparations for other districts and states with the support of the NDMA. ■

– **John Samuel**, Country Program Specialist for Tearfund UK.

Puri District Disaster Management Plan



The conference location, just walking distance away from Puri beach which has witnessed tsunamis, floods and cyclones in the past, was most appropriate to start the process of developing Puri's District Disaster Management Plan (DDMP). The round table conference conducted saw the District Collector of Puri, Shri N.K. Nayak inaugurate the conference and many other stakeholders participate in it, including Deputy Collectors, Tehsildars, BDOs (Block Development Officers), Dr. Kamal Lochan Mishra from the OSDMA (Odisha State Disaster Management Authority), Shri Mihir R. Bhatt from AIDMI (All India Disaster Mitigation Institute), and Shri Munish Kaushik, from Cordaid. Some key international and local NGOs, as well as rural management students, also were at the event. It was convened by CENDERET, XIMB.

The District Collector, Shri N.K. Nayak, in his inaugural speech talked about the widespread loss of life and property that disasters create and how disaster prevention has always been neglected. He said that while response mechanisms have improved considerably since the 1999 super-cyclone, a lot of work needs to be put into preparing a comprehensive disaster plan which includes better preparation and response mechanisms in accordance with the kind of technology that exists today. He pointed out that while we are pushed to take action in times of disasters, a lot more needs to be done when there are no crises.

Dr. Kamal Lochan Mishra from the OSMDA mentioned the astonishing fact that the Odisha coast was the most hit (98 times) by cyclones and tsunamis in the history of India for the period 1891-2000. Based on past trends, he made the important observation that Puri district may be affected 3 times in a season, i.e. in the first week of July, the second week of August and the 4th week of September. He said that a study showed that the Indo-Burmese tectonic plates were weak and could become a cause of another tsunami on the Odisha coast. Even the river Mahandi had low capacity and that could mean increased flood duration. Dr. Mishra also stated that when coastlines are hit by cyclones or tsunamis, orderly rehabilitation in 3 layers (0.5 km, 1 km, 1.5 km) based on the distances from the sea is needed. It was mentioned that there are 90 villages which fall within 2 kms of the coastline and hence are extremely vulnerable.

Shri Mihir Bhatt from AIDMI stated that the DDMP initiative is the third of its kind which emphasises community participation in the planning phases. He gave an overview of the entire plan and what parameters they are looking at in

its development. He encouraged participants to give their suggestions and one attendee, a traffic police inspector, drew upon his own experience to bring up the very important point that it is essential to have fully dedicated people to manage the crisis response.

Later on, a few NGOs that included the Society for Women Action Development, Practical Action and Save the Children gave presentations which discussed their perspectives and the work they had done which can be used for this project.

Finally, as the session drew to a close, the District Collector of Puri said that while involvement of field staff in planning processes would be beneficial, there was a need to have the right team of committed people who showed interest to deliver when the need was greatest. He called upon his team of BDOs to show more sensitivity when addressing this issue. ■

– **Jaya Krishna Behera**, Coordinator, Eastern Odisha Resource Centre (EORC) XIMB-CENDERET - BBSR, Odisha



Roundtable conference on 'Making Inclusive DDMPs for Puri District'.

District Disaster Management Plan of West Champaran



The Bihar Inter-Agency Group (BIAG), along with the All India Disaster Mitigation Institute (AIDMI) and Caritas India, with the support of the District Disaster Management Authority (DDMA) will revise the District Disaster Management Plan (DDMP) for West Champaran, Bihar. The National Disaster Management Authority (NDMA) had also requested NGOs to pilot the revision of DDMPs for a few districts across the country. The DDMPs had never been reviewed before by the NDMA, despite the existing guidelines of the National Institute of Disaster Management (NIDM) and offer of support from the United Nations Development Programme (UNDP).

This revision process acts as a move towards making inclusive DDMPs. The process was initiated in May 2012 when the concept of 'inclusive DDMPs' was shared with Shri Shridhar, District Magistrate of West Champaran. Several meetings with the BIAG, Sphere India, and the Bihar State Disaster Management Authority (BSDMA) Patna, were conducted on revising the DDMP. It was quite a herculean task to bring on board the different stakeholders to jointly take the required actions.

All the relevant stakeholders of West Champaran were consulted on the draft Hazard, Vulnerability and Capacity (HVC) analysis of the district. The analysis was one of the most important parts of the plan as the entire planning process was based on its outcome. Utmost care was taken in this process, as any error in identifying the frequency, magnitude and projected impacts would lead to



District-level stakeholder's consultation with line departments on Hazard, Vulnerability and Capacity Assessment (HVCA) in West Champaran.

the erroneous identification of major hazards and an erroneous plan.

Another round of consultations was held on the framework for the West Champaran DDMP. The draft framework provided by the NDMA was used as a base for the consultation. The DDMA of West Champaran took the lead in these consultations whereas agencies such as AIDMI, the BIAG, and Caritas India supported the initiative. District-level block level officials, PRI members, community representatives and local NGOs were actively involved in this initiative. The District Magistrate and the Additional District Magistrate of West Champaran took personal interest in inviting stakeholders and organising these consultations.

Following a marathon of deliberations to finalise the DDMP, a final consultation was held on 5 September, 2012 at the Bettiah district headquarters in West Champaran. The final framework of the DDMP for

West Champaran was presented by Shri Shridhar, Chairman of the DDMA for West Champaran in the presence of Shri Anil Sinha, Vice Chairman of the BSDMA.

The process of this revision was very unique, as the DDMA was present during the first phase of DDMP revision process. Shri Shridhar, Chairman of the DDMA, agreed to take this process forward in the second phase and will take the necessary actions for its follow-up.

The second phase will include a micro-analysis of the hazards, vulnerabilities, and capacities of some sample panchayats. Section-wise drafting committees which will be headed by members of the DDMA will be formed. Agencies such as Caritas India, AIDMI and BIAG will work as technical agencies and will provide support to the DDMA of West Champaran as and when required in the second phase. ■

– Girish Peter
State Officer, Caritas India, Bihar

Revision of Disaster Management Plan Framework and Process in Gujarat

Along with the enactment of the Gujarat State Disaster Management Act in 2003, a Disaster Management (DM) Plan was developed for all the districts, talukas and panchayats by the Gujarat state government in collaboration with the UNDP. It was the first such effort in India to develop and link state, district, taluka and panchayat-level hazard assessments, action plans and institutional arrangements for responding to disasters. In the DM plans, efforts were made to assess the potential risks and vulnerability to different hazards and develop response mechanisms in accordance with the human and technological capacities available at these different levels. To support the response mechanisms, Incident Command Systems (ICS), resource inventories, Standard Operating Procedures (SOP) were put into place.

In the last ten years, the DM planning process has provided many lessons. On top of this, there has been a paradigm shift in the overall understanding of disasters, in particular the mainstreaming of risk reduction concerns into the development process, and in working on disaster mitigation, preparedness, and capacity-building issues. This paradigm shift has also led to a better understanding of the importance in making the DM plan include the needs of the poor, socially excluded groups like dalits, tribals and minorities, and the most vulnerable groups like children without adult carers, women, persons with disabilities, elderly, migrants, homeless, refugees etc. Against this context the Gujarat State Disaster Management Authority (GSDMA) assigned Unnati, a Gujarat-based civil society agency to develop a second generation DM plan framework.

"It has been very challenging to take the people from community to sub district, district, state and national level together but my conviction to find sustainable solutions through such a principle based continuously evolving people's process has strengthened a lot with the Madhubani experience."

– **Vikrant Mahajan**
Sphere India



The framework was developed through a review of the processes being practiced and consultations with a wide range of stakeholders from government, UN agencies and civil society organisations. Best disaster management practices from other states were also documented. The processes followed by Sphere India to develop a pilot DM plan framework with multi-agency participation in the Madhubani district of Bihar were also taken into consideration. It may be noted here that the proposed DM framework in Gujarat is currently focused at the sub-district (Taluka) level. The framework will subsequently cover the village, taluka and district levels with a bottom-up approach. It is also aimed that the DM plans at the taluka and district levels will contain detailed maps for effective use.

The new taluka-level DM plan is hazard-specific and contains clear sequential response actions and

incident response systems for each task force. It contains provisions on including multi-stakeholder participation and responsibilities for coordinated actions. The plan also has sections on reviewing stakeholders' capacities to respond to different hazards. There are provisions on capacity-building activities, incorporating stakeholder perspectives on matters such as social inclusion and gender justice, and on giving special attention to the needs of different vulnerable groups. The plan has a section on both structural and non-structural disaster mitigation measures and on converging these with developmental programmes.

The development of the new DM plan framework is a 'work in progress'. It has not yet covered industrial hazards like chemical leakages. The GSDMA is currently developing a separate planning instrument for these. ■

– **Binoy Acharya**
Unnati, Gujarat



State Level Consultation on Framework of Disaster Management Plan, Gujarat, 2012.

Photos: Unnati, Gujarat.

Making District Disaster Management Plan in Ladakh



How to enhance the voices of the most poor in the DDMP process, How Ladakh is special, its need are special and the recovery from the cloudburst has given a special view on the way DDMP are Planned.

Leh is one of the two districts in the Ladakh region (Leh and Kargil) in the state of Jammu and Kashmir, India. It is situated at an elevation of 2900m to 5900m between 32° - 36° North latitude and 75° - 80° East longitude. Leh town, the capital of Leh district is located at a height of 3500 meters above sea level. With a population of 117,232 people (Census 2001) living in 112 inhabited villages, it is one of the most sparsely populated and remote regions in India. It has unique geo-climatic features such as extremely rugged terrain, cold and prolonged winters (up to -30°C), heavy snow, and scanty rainfall. The two main roads to Leh are only open on a seasonal basis due to heavy snowfall and frequent

landslides, however, the district remains connected to the outside world through aerial routes. Its economy mainly depends on tourism in the seasonal months as well as subsistence agriculture and animal husbandry activities. Agricultural productivity remains low due to prolonged winters with short summers. As most of the materials have to come from outside the district, and given the district's high altitude, incredibly challenging terrain, and remoteness, this makes the communities in Leh extremely vulnerable during disaster situations.

Ladakh is prone to multiple hazards like earthquakes, snow avalanches, floods, cloud bursts, droughts,

landslides and locust infestations. A cloud burst followed by flashfloods in 2010 was unprecedented and its impact was widespread. A total of 40 villages spread over 28 Halqa Panchayats were affected causing heavy damage to property and infrastructure. The biggest loss was human life. A total of 257 persons lost their lives to the flash flood. However, the relief and recovery efforts in the aftermath of the disaster were immediate and witnessed remarkable progress. The District Disaster Management Plan provided the institutional arrangements for coordinating response and recovery efforts and its guidelines provided much-needed assistance to the sectoral agencies. Moreover, the local

LAHDC Leh: DRRM in Leh District- An Overview (June 2012)

"The devastation caused by the flash flood of 2010 in Leh District was extensive as well as unprecedented (as evidenced in the photographs attached). Despite this, the response from both inside and outside the district was quick and overwhelming. As a result, the work on rescue, relief, rehabilitation, land reclamation and, to an extent, recovery and restoration of economy took place reasonably effectively. However, the coordination of the entire exercise posed several challenges. Key reasons included: (a) the absence of a proper framework for disaster preparedness, (b) the scale of havoc caused (affecting around 71 villages and 9,000 people in an

area characterised by long distances and lack of accessibility) and (c) having to deal with a large number of actors with different priorities on how relief and rehabilitation work was to be carried out. Therefore, in the post-disaster scenario, the need for an effective Disaster Risk Reduction Management (DRRM) Plan was strongly felt by the LAHDC of Leh and the District Administration.

As a result, a draft Disaster Management Plan for Leh district has been developed. This plan identifies areas of potential vulnerabilities, proposes institutional arrangements at the district and block levels, and spells out roles and responsibilities of various govt. agencies and other

stakeholders in disaster preparedness and response. However, the plan is yet to effectively integrate village communities and their institutions. In a later development, following interactions with the NDMA, the LAHDC has decided to put a community-based DRRM plan in place (and this has been reflected in the Perspective Plan in the Planning Commission's 12th Five Year Plan - refer to the 'District Plan' section). This is where inputs and support from institutions like NDMA / AIDMI will be needed. Currently, we are in the process of reviewing our District DRRM Plan to focus on village communities and to start implementing the plan from 2012-13 onwards." ■

community took a prominent role in the response and recovery stages. The village leaders in close coordination with the district administration arranged for the care of displaced people by establishing relief camps which provided shelter and food. During the recovery phases individual families were assisted by neighbours and volunteers in recovering their assets. Village communities got together to recover essential community assets like irrigation channels. The army, local administration and various other organisations took on the task of restoring roads and bridges. Essential services e.g. schools, ICDS centres, telephone lines, electricity and drinking water were restored with the help of the community.

The flash flood recovery experience highlighted the need for effective multi-hazard disaster management plan/strategies to be in place. The Ladakh Autonomous Hill Development Council (LAHDC), Leh recognised the role of individuals, families, neighbourhoods and communities as the first responder to any disaster and that they play a pivotal role in all stages of the



“In the ultimate analysis it is the community which is indeed the first responder in any disaster and this makes community based DRR as the core of District Disaster Management Plan (DDMP). I am happy that AIDMI is initiating community based performance monitor for making DDMP more inclusive and people-centric. I am also delighted that West Champaran district in Bihar has been selected to carry out this important pilot project. BSDMA extends its best wishes and cooperation to ensure success of this process.”

– **Anil K. Sinha**, IAS (retd.)

Vice Chairman, Bihar State Disaster Management Authority (BSDMA)

recovery and rehabilitation process. Interactions with staff from the All India Disaster Mitigation Institute during their visit to Leh and also with the National Disaster Management Authority (NDMA) crystallised the realisation that disaster management or risk reduction is most effective if done at the community level where the local people are at the heart of all activities.

The LAHDC, in partnership with the Tata Institute of Social Sciences (TISS) and the NDMA, has therefore adopted a Community-Based Disaster Management (CBDM) approach under the NDMA's Disaster Risk Reduction

Management framework. Emphasis will be laid on using a Community-based Disaster Risk Reduction approach (CBDRR) to strengthen the institutional mechanisms at the district, block, and community levels. This will be achieved through the use of village Panchayats as the key player and various CBOs and grassroots institutions as the key stakeholders in both rural and urban settings. A conscious and deliberate decision has also been taken by the LAHDC that the planning process will adopt a participatory community approach - this will involve ensuring the participation of the community in all stages of disaster planning (preparedness, mitigation, relief and recovery), especially its most marginalised and vulnerable members. The community-level planning will be reflected in the DDMP. It is believed that the approach will ensure the better linking of mitigation plans with district development plans, and in meeting the needs of the marginalised and the vulnerable.

Overall, by enabling the participation of the community in DM plans, it is anticipated that this will increase the efficacy of the plans and the resilience of poor communities to disasters. ■

– **Rigzin Spalbar**

Chief Executive Councilor,
LAHDC, Leh



Stakeholder's consultation on the DDMP framework in Leh.

Role of State Disaster Management Authority in Making DDMPs



I have prepared the following article based of the existing legal framework in India. There is a need to implement the National Disaster Management Act 2005 ('DM Act') and to further strengthen the capacities of District Disaster Management Authorities (DDMAs) in order to effectively perform their functions as described in the statute. The DM Act has given enormous scope to the DDMA's for planning and managing resources available locally to meet any exigencies. Even the District Magistrate, the Chairman of the DDMA has inherent powers to coordinate and mobilise any kind of resources from other departments, agencies and organisation in the hour of need.

"The District Disaster Management Plan process would definitely initiate a public discourse on "People's Right to Plan", which would not be confined to emergencies only but will pave the way to initiate rights based approach to development. In this context, it would be essential to build the capacities of the communities and institutions to deepen the democratic process at all levels. The authorities and humanitarians should play a facilitating role, so that the poor and marginalised communities would come forward to participate in the process and make the world a safer place to live one's life with dignity."



– Dr. Ambika Prasad
State Programme Officer
United Nations Development Programme (UNDP)

The Government of India (GoI)-UNDP Disaster Risk Management Programme (2009-2012) aims to strengthen the capacities of existing SDMAs and selected DDMA's in the country to perform various functions as mandated under the DM Act. As I am supporting the Bihar State Disaster Management Authority as the State Project Officer, District Disaster

Project Officers have been provided to three selected DDMA's in Patna, Sitamarhi and Madhubani on a trial basis.

It is now a recognised fact that while natural disasters are primarily due to imbalances in nature, the losses suffered are due to human failings. Human suffering and misery from a large number of natural disasters can

be mitigated by taking timely action, prevention mechanisms and undertaking medium to long-term capital works. The social and economic losses of disasters are high and often immeasurable. Usually the hardest hit are the poor and the marginalised sections in the society, such as the small and landless farmers, and the agricultural labourers.



District-level workshop organised in Patna district under the GoI-UNDP DRR Programme for developing the DDMP. Photos: BSDMA.

The need to prevent loss of lives and property is the driving force behind disaster management planning at any level. A decentralised, participatory, people-oriented and transparent disaster management system including not only post-disaster response but also pre-disaster prevention and preparedness actions could play a great role in reducing the disasters and their impact.

Pre-disaster planning is crucial for ensuring an efficient response during a disaster. A well-planned and well-rehearsed response system can deal with the exigencies of calamities and can also be a resilient coping mechanism. Optimal utilisation 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. Section 30 of the *National Disaster Management Act 2005* (the 'DM Act') prescribes the powers and functions of the District Disaster

"District Disaster Management Plan is envisaged as a dynamic and live document incorporating scientific information and local knowledge. The Plan is expected to significantly reduce the impact of hazards particularly on the poorer people. It is important to ensure as much people's participation as possible in the finalisation of these plans to make the effort more meaningful and relevant."

– **Dr. T. Nanda Kumar**
Member, National Disaster Management Authority (NDMA)



Management Authority (DDMA) and requires them to prepare District Disaster Management Plans on the basis of the vulnerability of the district to various disasters and the resources available.

The State Disaster Management Authority (SDMA) being the apex authority at state level, as per the DM act, has to lay down guidelines to be followed by the State government departments for integrating disaster prevention and mitigation measures into their development plans. The SDMA has the roles of reviewing the

development plans of different State departments and ensuring that the prevention and mitigation measures are integrated therein.

But when we talk about the District Disaster Management Plan (DDMPs), it is the State Executive Committee (SEC) constituted under section 14(1) of the DM Act, which has to ensure that the district-level plans are prepared, reviewed and updated. The State Executive Committee was constituted to assist the SDMA with performing its functions and coordinating activities in accordance with the SDMA's guidelines on developing DDMPs. The SEC is also to ensure that the DDMPs are prepared by respective DDMA's on the basis of the district's vulnerabilities to various disasters and the resources available. The role of the SEC for preparation and updating DDMPs should therefore be supervisory rather than facilitatory.

In light of this situation, the Bihar State Disaster Management Authority has initiated the process for developing guidelines to build the capacity of District Authorities and prepare DDMPs. ■

– **Simanchal Pattnaik**

State Project Officer,
GoI-UNDP DRR Programme,
Bihar State Disaster Management
Authority (BSDMA),
Bihar



District-level stakeholder's consultation on the DDMP for West Champaran.

Development of a Model District Disaster Management Plan in Madhubani



Background

The district of Madhubani is located in the north-east part of Bihar, at the foothills of Nepal. The Kosi River is one of the most dynamic rivers in the district. It is also one of the most volatile as its course and geographical distribution changes every year due to the uncertain amount of rain fall and land morphology. The drainage pattern of the rivers and morphology altogether brings a lot of threat to local habitats. Due to unorganised management, random actions, inadequate relief materials, insufficient manpower, and poor coordination of actions, countless numbers of people have become homeless and have lost their lives.

After doing an in-depth study of local-level problems, and a macro-and micro-analysis of hazards and disaster history, a group of humanitarian agencies led by Sphere

India initiated dialogue with the National Disaster Management Authority (NDMA) and the Bihar State Disaster Management Authority (BSDMA) to develop a model pilot DDMP for the Madhubani district.

What is it, the Model DDMP?

Because this plan is being developed for the Madhubani district which has experienced different types of disasters every year, it is called a 'multi-hazards plan'. As it includes the involvement of national-level to village-level stakeholders, it is also called a multi-stakeholder plan. It is inclusive and transparent because throughout the plan's development, each stakeholder has been consulted and given opportunities to discuss and participate in the decision-making process.

Each stakeholder has control over the DDMP's contents as everyone has been consulted. In the processes of

doing so, each has found their role to apparently be different from the other.

How is it Different?

Several disaster management plans are already in existence. All of them are well-developed and abundant with basic information. A few components which are not to be found in them have been added to the Madhubani model DDMP. So far this plan has been developed by collaborative efforts and divided into a few smaller sub-plans. There is a specific plan for each stakeholder. This specific plan has further divided into two plans: 1) Response plan (Red Color), which deals with aspects like receiving early warning and deactivating the unified response strategy and 2) 'Mainstreaming Disaster Risk Reduction' plan (Green Color), which sets out how all governmental development schemes are to be linked with DRR. Both the red color and green color plans are for those who are considered ultimately first responder to the disaster.

In addition to this, for the DDMA there are special response and mainstreaming DRR plans. There are two more plans about context analysis and institutional mechanisms. Overall the whole DDMP has been divided into stakeholder-specific and action-oriented plans. ■

– Narendra Singh Kachhotiya

Focal Point – Information Knowledge and Learning Management (GIS & RS),
Sphere India



District-level stakeholder consultations with communities and PRIs in West Champaran.

Hazard and Vulnerability Capacity Analysis of Odisha

Odisha is vulnerable to multiple types of disasters. Due to its subtropical littoral location, the state is prone to tropical cyclones, storm surges, and tsunamis. Its densely populated coastal plains are the alluvial deposits of its river systems. Puri is a coastal district in Odisha. Puri has a long coastline of nearly 150 kms. The sandy ridges along the sea coast stretch up from Jagatsingpur to Ganjam.

Puri is always vulnerable to cyclones in April-May and September-November. High winds cause major damage to infrastructure and housing. Heavy rains and floods generally follow them. Once every few decades a super-cyclone strikes Odisha. Recent super-cyclones that have hit Puri in the last century were in 1942, 1971 and 1999.¹ Each cyclone causes detrimental immediate and long-term impacts on the livelihoods



"All humanitarian assistance needs to be provided with community taking lead and being responsible for own well-being. The intervening agencies need to be in a "facilitator's" rather than

"Doer" role. To achieve this, one has to "trust" in capacities of people. Rather than "suggestions" there need to be more and more open ended questions to make community think and weigh the "Options" and take wise decisions. Agencies need to provide information, make community aware, motivate them to act and if needed, challenge them."

– **Khilesh Chaturvedi**,
Deputy Director,
Association for Stimulating Know How (ASK)

of the poor people in Puri. Vulnerability to disasters is a function of human action and behavior. It describes the degree to which a socio-economic system or physical asset are either susceptible or resilient to the impact of natural hazards.²

Natural calamities have seriously affected livelihoods in the state and the income level of households. They also present a serious setback to the capital formation processes in the economy. The impact of disasters on the district economy is evident.³

Capacity may include physical, institutional, social, or economic means as well as skilled personal or collective attributes such as leadership and management. The Government of Odisha will consciously promote programmes and projects to augment the capacity of the State and the people to be better prepared to face disasters. Community-Based Disaster Management Plans and mock drills will be undertaken to ensure better preparedness.

The Odisha District Disaster Management Plan involved sensitising and capability-building at the block, Gram Panchayat and village levels in disaster preparedness and

"DDMP require a detailed risk assessment in field and of context. This needs to be done engaging community mainly through bodies such DRR committees or Panchayati Raj Institutes (PRIs). Equally important is to involve local governance and line department. This is time taking, process oriented, challenging but extremely desirable to ensure involvement of all stakeholders from community or from governance."



– **Munish Kaushik**
Cordaid Advisor, CMDRR India Programme

mitigation to install a local level disaster management system which is integrated in the development planning processes. Community Contingency Plans (CCP) and mitigation solutions were developed in 1,603 villages after participatory risk assessment and mapping. These would strengthen the capacity of citizens to demand information through a consultative process and campaigning. They would also support the systematic management of information that enables easier access to information and dissemination through the development of data collection methods. ■

– **Arpan Abinash**

1 Oxfam report

2 United Nations International Strategy for Disaster Reduction 'Disaster Reduction and Sustainable Development: Understanding the links between vulnerability and risk to disasters related to environment and development', January 2003, p.21 Available at: < <http://www.osn.cz/soubory/dr-and-sd-english.pdf>>

3 <http://v3.osdma.org>

MAKING DISTRICT DISASTER MANAGEMENT PLAN PRO POOR



Most districts in India do not have disaster management plans and those who do have DDMPs have not made them pro-poor. The Bihar State Disaster Management Authority (BSDMA) and District Administration of West Champaran in Bihar in India organised a district-level stakeholders' consultation on 'District Disaster Management Plan: A Pilot for West Champaran' on September 5, 2012 at Vikas Bhawan, Office of the District Magistrate, Bettiah. The process of making the District Disaster Management Plan (DDMP) was facilitated by All India Disaster Mitigation Institute (AIDMI) and led by Caritas India with support from Cordaid and the Bihar Inter-Agency Group. The National Disaster Management Authority (NDMA) is chairing the advisory group at the national level to make DDMPs pro-poor in various districts of India. A total of 106 participants from the BSDMA, government line departments, INGOs, local NGOs, the private sector, the media, PRIs and communities participated in the consultation. The District Magistrate, Mr. Sridhar C, discussed the final framework of the DDMP for West Champaran and detailed the process ahead. Shri Anil Sinha, Vice-Chair of the BSDMA, said, "It is the quality of DDMPs that in the end make the districts safer". This district-level local exercise has South Asia-wide relevance to the way disaster risk reduction is rolled out in the region. ■

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