GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
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RESOLUTION

Dated the 4th March,, 2005.

Sub: State Disaster Management Policy.

No. IVF(OSDMA) 13/2004- 9870/R., Consequent upon proclamation the decade 1990-2000 as International Decade for National Disaster Reduction (IDNDR) by the General Assembly of the United Nations and at the World Conference on Natural Disasters Reduction at Yokohama, Japan in 1994, with a resolution to develop strategy and plan of action for a safer world from the vulnerability of natural disasters, Government of India, who was one of the signatories to the resolution constituted a High Powered Committee (HPC) in August, 1999 for preparation of Disaster Management Plan for the Country and also to suggest institutional reforms required at all levels for effective Disasters Management. A National Committee on Disaster Management, with the Prime Minister as the Chairperson, was also set up to (a) deliberate on the necessary institutional and legislative measures needed for an effective and long-term strategy to deal with major natural calamites in future and (b) look into the parameters that should define a National Calamity.

Orissa is a disaster prone State. The recurring disasters like flood, drought & cyclone etc. have had a crippling effect on the economy of the State. In the year

1999 a sever Cyclone followed by a Super cyclone lashed the entire coast of Orissa causing a large scale damage to the life and property.

In the context of proclamation of International Decade for Natural Disaster Reduction (IDNDR), National initiatives and State's own experience, the State Govt. felt it necessary to have a specific policy for disaster management and to provide necessary guidelines on all aspects of emergency management.

The focus of the Disaster Management Policy shall be on total risk management and vulnerability reduction by strengthening the physical infrastructure as well as bio-physical, psychological, social and economic status of the people and to make the people increasingly disaster resilient as well.

Keeping in view to the above aspects, the State Govt., after careful consideration have been pleased to frame the State Disaster Management Policy as follows :

2.   PRINCIPLES OF THE DISASTER MANAGEMENT POLICY:

- Take a proactive approach to disaster management and promote a culture of prevention and preparedness among individuals and institutions.
- Follow a multi-hazard approach to disaster management
- Shift from a relief and welfare approach to a rights and entitlement-based approach to humanitarian assistance.
- Since sustainable development will not be possible without the active involvement of the communities, make the vulnerability reduction programmes community driven.
- Integrate Disaster Management into Development Policy and Planning.
- Institutionalise efficient, well-coordinated and participatory disaster management initiatives as one of the basic ingredients of good governance.
- Ensure quality at all stages of emergency management including prevention, mitigation, relief and reconstruction and make their adoption mandatory. For doing

so, universally accepted minimum standards will be adopted. If necessary, the standards would be modified taking into account local conditions and customs.

- Attempt harmonious blending of all disaster management interventions with local cultural ethos.

- Focus on protection of the environment.

- Promote inter-agency coordination and cooperation for Disaster Management.

- Involve all stakeholders in disaster management and define their roles in different stages of disasters.

- Create an enabling environment for ensuring higher participation of all stakeholders

- Work on legislation(s) to provide statutory backing to essential disaster management functions and agencies.

- Establish a trigger mechanism for emergency operations.

- View people as valuable partners and strengthen community-based coping mechanisms for dealing with disasters.

- Promote a spirit of volunteerism, develop a cadre of well-trained volunteers whose services will be utilised during emergencies.

- Document and use people's indigenous knowledge, whenever possible.

- Share information and knowledge about disasters and their management with all stakeholders.

- Develop a network amongst various disaster management entities using OSDMA as the main hub.

- Establish an Institute dedicated to conducting research, development and training on disaster management related activities.

- Make Disaster Management a part of the educational system and curricula.

- Decentralise management of disasters to the Block, Gram Panchayat / Municipality levels and strengthen their institutional and functional capacities to be effective as the first responders to disaster events.

- Ensure that humanitarian assistance is provided in an equitable, consistent and predictable manner.

- Emphasize participation of women in all stages of Disaster Management and recognise their special problems in disaster situation.

- Recognise the higher vulnerability of children, elders, physically and mentally challenged, during and after emergencies and design interventions accordingly.

3.   STRATEGY

Disaster Management will have an integrated approach covering the 3 phases of disaster:

- The pre-disaster phase
- The response phase and
- The recovery and Rehabilitation phase.

Coordinated efforts of some or all the following stakeholders would be required for effective disaster management:

- The community affected/ vulnerable to disasters
- Volunteer based organisations such as NSS, NCC, Indian Red Cross, Civil Defence, Scouts and Guides, Nehru Yuva Kendra, etc.
- Civil Society Organizations including Community-based Organizations
- Panchayati Raj Institutions and Urban Local Bodies
- Police, Home Guards, paramilitary forces
- District Administration
- Orissa Disaster Rapid Action Force (ODRAF)
- Special Relief Organisation
- Orissa State Disaster Mitigation Authority (OSDMA)
- State Govt. Departments
- Govt. of India organisations, agencies in the State
- Public Sector Organisations
- Private Sector Organisations
- United Nations Agencies
- Bilateral and multi-lateral agencies

3.1   Revenue Department of the State will be the administrative department for disaster management under the general guidance and supervision of the Government. The OSDMA will play a coordinating role in the pre-disaster and post-disaster phases, while Special Relief Organisation will play the lead role during the response phase. OSDMA will assist the Special Relief Organization during the response phase and also point out to SRC and the Collectors gaps in relief administration if any. The other stakeholders will play their assigned roles during any or all the three phases. The State Government could also designate specific departments to be the nodal departments in respect of specific disasters (e.g., if there is an outbreak of an

epidemic, the Health Department will be the nodal department.) The District Collector will be the nodal agency (officer) for prevention, response and recovery in the event of all types of disasters occurring within the district.

3.2 **Prevention, Preparedness and Mitigation**:

3.2.1 **Integrating Disaster Management with Development Planning**: All aspects of disaster management will be integrated with the normal development planning at all levels. Additionally, relevant departments will earmark a certain portion of the plan budget to undertake preparedness and prevention measures. Risk reduction indicators will be used as one of the monitoring indices for developmental activities in the State.

3.2.2 **Capacity Building**: The Government 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. Efforts will be made to minimize vulnerability of disadvantaged groups like women, children, elders, physically and mentally challenged, and other marginalised groups. Aspects of reducing/minimising long-term impact of various disasters on these vulnerable sections will be an integral part of the strategic plan.

3.2.3 **Planning for Disaster Management**: A State Disaster Management Act will be enacted to promote disaster management, based on multi-disciplinary, inter-departmental, inter-sectoral and unified command approach at all levels. The Disaster Management Act will give statutory backing to some of the essential functions and agencies; define their roles, duties and responsibilities in all the three stages. Comprehensive Disaster Management Plans for the State and for all districts will be prepared and regularly updated. The Orissa Relief Code will be a part of the overall State Disaster Management Plan and along with other aspects, reviewed at regular intervals to ensure that it adequately meets the requirements of the changing conditions and needs of the people. Updating and proper enforcement of other relevant laws and statutes that strengthen disaster resilience will be an integral part of such initiatives.

3.2.4 **Role clarity and unified command system**: A clear chain of command will be established with Special Relief Organisation as the nodal agency for rescue and relief operations and OSDMA as the nodal agency for preparatory, preventive, mitigative and reconstruction activities.

3.2.5 **Trigger mechanism**: A trigger mechanism will be put in place, which would ensure warning dissemination, quick/ advance mobilisation of human and other resources, prompt evacuation and rescue operations as well as steps for recovery and reconstruction. To test the trigger mechanism, regular mock drills at all levels will be institutionalised.

3.2.6 **Constitution of Specialised Task Forces**: Specialised Action Group(s) will be formed and provided with the required training and equipment to enable them to carry out search and rescue work, establish communications, provide emergency medical services, set up temporary shelters, maintain law and order, etc. These units, under designated commands, will automatically swing into action during disasters.

3.2.7 **Risk assessment and vulnerability reduction**: Identify and focus attention on the vulnerable groups and those, which become vulnerable in the event of a disaster. A systematic risk assessment for different types of disasters will be undertaken and coordinated by the OSDMA. Attention will be paid to the special needs of the vulnerable sections, which comprise the old, the infirm, the physically and mentally challenged, women, children, and other disadvantaged groups. While community involvement and response to disasters will be encouraged and promoted, women self-help groups will receive special attention. Special attention will also be given to highly vulnerable and remote areas.

3.2.8 **Role of local self-government**: Being closest to the people, the role of the local self-government institutions assumes greater importance in disaster management. They will be the first responders in emergencies. Emphasis will be given to strengthen and empower these institutions and their functionaries, to effectively discharge their functions.

3.2.9 **Community participation**: The Government will actively promote, through its own agencies, NGOs and other stakeholders, active community participation in risk assessment, vulnerability analysis, mitigation, planning and implementation of response and rehabilitation activities. Since the communities face the brunt of any hazard, strengthening their coping mechanism will receive the highest priority.

3.2.10 **Synergy of efforts**: Active participation of NGOs, community based organizations (CBOs) and other civil society institutions are essential for effective disaster management. Therefore, their help and cooperation will be solicited. The NGOs will be encouraged to carry out sustained developmental work with disaster resilience as the central theme, especially in remote, inaccessible and vulnerable

areas of the State. The OSDMA will perform the coordinating role among concerned Govt. departments, NGOs, bilateral and multi-lateral agencies, professional groups and the communities with a view to bringing about synergy in Disaster Management. Similar efforts will be undertaken at the District, Block, Municipality and GP levels.

3.2.11 **Coordination:** All agencies involved in emergency relief and other disaster management activities will have to operate within the framework laid down in this policy and other related laws, codes and government notifications in force and guidelines issued from time to time. All agencies at the State and District levels will inform the concerned officials (MD, OSDMA/ SRC/ concerned District Collector) before the commencement of any new activities and submit necessary reports requested for or published by the agency. This will help in minimising overlap and duplication of efforts and improve coordination. Database on activities of various agencies will be developed, periodically updated and disseminated.

3.2.12 **Training Institutions and Training of Stakeholders**: The government, in order to improve disaster management capacity in the State, will give emphasis on training at all levels. Training institutions, which can impart training in Disaster Management, will be supported and strengthened. The OSDMA will play a nodal role in this process. Officers, posted to key positions in the field, will be given training in disaster management. Training and orientation will be organised for elected people's representatives, Government officials, NGOs, community leaders, teachers, students and disaster response task forces.

3.2.13 **Communication System**: Constant endeavour will be made to make the communication systems linking the State, District, Block, Gram Panchayat as fail-safe as possible. Communication facilities in cut-off areas will receive special consideration. Simultaneously, alternative standby systems of communication will be put in place in order to ensure that there is no breakdown of communication during extreme events. Educating or making the community aware of the various warnings and how they will respond will be an important aspect of this initiative. Application of Information Communication Technology (ICT) in early warning systems, evacuation planning & execution, and rapid damage assessment will be promoted.

3.2.14 **Inventory of Resources**: A detailed inventory of resources, both human and material, available with all stakeholders required for emergency management functions will be prepared at the State, District, Block and GP/ Municipality levels.

The inventory will also provide information on the expertise of individuals/ groups and utility of the materials/ equipment. The inventory updated periodically will be shared with each other. GIS will be used as an integral tool for disaster management.

3.2.15 **Shelter needs**: An assessment of shelter requirements during emergencies in areas vulnerable to frequent disasters like floods and cyclones will be made. Existing community buildings will be strengthened and, if necessary, shelters will be constructed to house the vulnerable population in times of emergencies. Communities will be encouraged to build up Disaster Management Funds for maintenance of the shelters as well as for meeting immediate needs after an event before external assistance is received.

3.2.16 **Strengthening of Infrastructure**: Concerted efforts will be made to strengthen roads, bridges, embankments, canals & drains, dams, public & community buildings, power transmission & distribution networks and other critical infrastructure in the State with a view to making those disaster resistant. All new public infrastructure and housing, whether in public sector or private, will be constructed incorporating measures which would make those resistant to possible disasters. Adoption of disaster proofing measures will be mandatory and enforced by the concerned authorities. Efforts will be made to halt and discourage encroachment in identified vulnerable and environmentally fragile areas. Training programmes will be organised for builders and masons to adopt appropriate construction technologies for building disaster resistant houses. Communities will, as far as possible, be involved in maintenance and protection of public infrastructure, especially those that will protect them during emergencies. Communities, along with local officials, will prevent anti-social elements from tampering with communication system, embankment, etc.

3.2.17 **Control Room & Emergency Operation Centre**: The State level control room will be suitably equipped. A standby State level control will be developed, which will be immediately activated if the main control room gets affected due to any disaster. The district control rooms will be strengthened adequately. During emergencies temporary control rooms will be set up as close as possible to the location of the crisis. The State and district control rooms will be located in Emergency Operation Centres that will have all emergency support functions of various departments/agencies functioning together during emergencies.

3.2.18 **Environmental protection**: One of the most important components of Disaster mitigation is protection of the eco system. Efforts will be made to preserve and protect these systems with people's cooperation. For example, the mangroves in the coastal area, which play a very important role in reducing the impact of cyclones and storms will be protected and restored. Similarly, the coastal shelterbelt will be maintained and replenished as and when necessary. The Government will promote conservation and restoration measures, especially with involvement and participation of the communities dependent on such environmental niches. In drought prone areas, watershed management and improvement of the vegetative cover will be given due priority. Emphasis will be given on promoting better sewerage and waste management systems in the urban areas.

3.2.19 **Disaster Management in Educational Curriculum**: To inculcate a culture of preparedness and prevention, disaster management will be incorporated in the education system and curricula at all levels. The students should be exposed to mock drills to develop requisite intuitive skills.

3.2.20 **Risk Transfer**: The State Government, wherever necessary, in collaboration with the Government of India will promote effective and comprehensive insurance coverage. One of the main ways to ensure higher insurance coverage will be to increase the awareness level on this subject. Risk transfer and payment of insurance premium will be based on equity criteria. The services of NGOs, CBOs, PRIs and other agencies will be utilised to promote awareness about insurance.

3.2.21 **Revision and Updation of the Policy**: The Orissa State Disaster Mitigation Authority will revise and update the policy as and when required.

3.3   Key Activities during the Response Phase:

3.3.1 **Monitoring Committee(s):** In the event of major disasters the Cabinet or a Cabinet Sub-Committee appointed by the Cabinet will take stock of the situation at regular intervals and take decisions with regard to broad strategies to deal with those. An official committee headed by the Chief Secretary will meet more frequently to monitor and deal with the situation. The SRC will coordinate with relevant departments and take prompt decisions in response matters. At the district level, the Collector will head a similar committee with concerned district level officials, experts and representatives of the Civil Society Organisations as members.

3.3.2 **Objective of Relief**: Relief activities will be designed to address the immediate needs of victims with special emphasis on the vulnerable. Care will be taken to

ensure equity and fairness in relief distribution and avoidance of overlapping of efforts by various agencies.

3.3.3 **Rescue & Medical care**: The first priority after the impact will be to rescue and provide medical care to the people, who have been trapped, injured or marooned. If necessary, assistance of armed forces and other specialized trained groups will be solicited.

3.3.4 **Relief Personnel:** Officials and volunteers at various levels will be trained and updated on various aspects of emergency response and relief management. Often during prolonged periods of emergencies, relief personnel suffer from stress. Arrangements would be made for prompt and proper stress management of emergency personnel and volunteers. A database of trained personnel will be developed, updated and disseminated to concerned emergency management agencies.

3.3.5 **Food & Shelter**: Immediate need of food, including those for infants, potable drinking water and temporary shelter will be addressed at the earliest.

3.3.6 **Health and Sanitation**: All efforts including disinfection of contaminated water sources will be made to prevent outbreak of epidemic. The overall responsibility will vest with Health Department. Support from NGOs and UN organizations may be solicited. Special needs of women will be adequately addressed.

3.3.7 **Trauma Counselling**: Steps will be taken by Government and the Civil Society to counsel those who suffer from post-disaster trauma, especially women and children.

3.3.8 **Surface Communication**: Immediate restoration of surface communication and telecommunication will be accorded the highest priority. The Works, RD, Water Resources, H&UD departments, local self-government institutions will take up immediate restoration of their infrastructure.

3.3.9 **Security**: Adequate arrangements will be made, if necessary, to provide security for smooth movement of relief materials. Security will also be provided in the relief camps. Cooperation of persons enjoying social esteem and local trained volunteers will be solicited.

3.3.10 **Information Sharing**: To ensure dissemination of information and to prevent spread of disinformation and rumour the SRC and the Collector will release bulletins and brief the Press from time to time keeping Govt. informed. The affected community will be provided with correct information for preventing panic.

3.3.11 **Rapid Damage Assessment**: The district administration and the concerned departments will make quick damage assessment even when the relief operations are going on. SRC will coordinate this.

3.3.12 **Transparency**: Transparency in relief, reconstruction and mitigation activities will be maintained by all agencies.

3.3.13 **Early transition to rehabilitation**: In order that human dignity is not compromised, efforts will be made to ensure a smooth and quick transition from Relief to Rehabilitation phase where food security needs would be combined with peoples' participation in creating and renovating community assets.

3.4   Key Activities in the Recovery and Rehabilitation Phase:

3.4.1 **Detailed Damage Assessment and Preparation of Rehabilitation & Reconstruction Plan**: A detailed and objective damage assessment will be done in the affected area in order to size up and prioritise restoration, reconstruction and rehabilitation measures within the shortest possible time. Respective departments will undertake detailed, sectoral damage assessment on priority basis and complete the same within two months of the event at the latest. Guidelines in this regard will be formulated by the OSDMA with approval of the Govt. Government vide Revenue department resolution No.39376 dated 26/8/2000 has decided, "OSDMA will identify the repair/ reconstruction works and rehabilitation programmes necessary to be taken up following any natural calamity, in consultation with the Departments of Govt. and draw up a tentative shelf of projects/programmes for implementation. The OSDMA will have full authority to identify the executing agency through which each individual project / programme will be implemented." The self of projects, programmes are to be approved by Govt. before implementation. The concerned District Collector(s) will prepare a time-bound comprehensive reconstruction and rehabilitation plan. The OSDMA will facilitate the process. The objective of the rehabilitation and recovery plan will be to reduce vulnerability of the people and infrastructure. In the rehabilitation plan, the special needs of the vulnerable groups and areas prone to repeated disasters will be given priority.

3.4.2 **Resource mobilisation**: To augment the resources available with the State Govt. assistance from Union Government, public and private sector, multi lateral and bi-lateral agencies, UN organizations, the Civil Society and other charitable organizations will be sought with the approval of the State Government. Communities and individuals would be encouraged to raise resources necessary for

immediate relief within the community itself and to access the Community Disaster Management Fund and institutional credit. A coordination mechanism will be put in place at all levels under the aegis of the OSDMA, to ensure equitable distribution of resources, avoid duplication of efforts and generate synergy.

3.4.3 **Rehabilitation of orphans and widows**: For the rehabilitation of orphans and widows a community-based approach will be adopted. Institutional rehabilitation will be considered only as an alternative option. The Women and Child Development Department will be the Nodal Department for the rehabilitation of the children who become orphans, and persons who become widows and physically or mentally challenged due to disasters.

3.4.4 **Documentation**: Documentation of various phases and aspects of disaster management is important for recording valuable experiences and identifying areas where improvements are possible. The OSDMA will document various disaster events, highlighting lessons learnt in association with other involved organizations. The Govt. will support consultancy services, research programmes, etc. to increase the level of understanding and evolving appropriate measures to improve the quality of disaster management.

Order - Ordered that the Resolution be published in Orissa Gazette for general information.

By order of the Governor

Sd/-

Principal Secretary to Government.

Memo No. 9871/R., Dt. 4/3/2005

Copy forward to the Printing Stationeries and Publication, Orissa, Cuttack for information and necessary action. He is requested to publish the resolution in the next issue of Orissa Gazette and supply 40 (forty) copies of the resolution to this Deptt. early.

Sd/-

Under Secretary to Government.

Memo No. 9872/R., Dt. 4.3.2005

Copy forwarded to the all Departments/ All Heads of Departments/ All Collectors for information and necessary action. Sd/-

Under Secretary to Government.

Memo No. 9873/R., Dt. 4.3.2005

Copy forwarded to MD, OSDMA,BBSR/ Member Board of Revenue, Cuttack/ S.R.C, Orissa, Bhubaneswar/ All R.D.C/ Relief 'A' Br., Revenue Deptt., for information and necessary action. Sd/-

Under Secretary to Government.