ARUNACHAL PRADESH DISASTER MANAGEMENT POLICY (APDMP)

Abbreviations:

APDMA Arunachal Pradesh Disaster Management Authority

APDMP Arunachal Pradesh Disaster Management Policy

DC Deputy Commissioner

DM Disaster Management

DRR&DM Director, Relief, Rehabilitation & Disaster Management

DDMA District Disaster Management Authority

EOC Emergency Operating Centre

GoAP Government of Arunachal Pradesh

NGO Non-Governmental Organisation

RR&DM Relief, Rehabilitation & Disaster Management

SRC State Relief Commissioner

SRR&DM Secretary, Relief, Rehabilitation & Disaster Management

SDMA State Disaster Management Authority

Overview

Need for a Policy

The state of Arunachal Pradesh ('the State') is very prone to various types of natural and manmade disasters and is especially vulnerable to earthquakes as it is located in Seismic Zone V. The Government of Arunachal Pradesh ('GoAP') recognizes the need for a proactive, comprehensive and sustained approach to disaster management to reduce the detrimental effects of disasters on the overall socio-economic development of the state. GoAP believes that a policy that articulates its vision and strategy for disaster management in the state is required. In this context the Arunachal Pradesh Disaster Management Authority (APDMA), with a view to provide guidelines to the various entities involved in disaster management in the state to discharge their functions more effectively, has formulated the Arunachal Pradesh Disaster Management Policy ('APDMP' or 'the Policy').

Aim

The aim of the Policy is to establish necessary systems, structures, programs, resources, capabilities and guiding principles for reducing vulnerability to various hazards and preparing for and responding to disasters and threat of disasters in the State in order to save lives and property, avoid disruption of economic activity and damage to environment and to ensure the continuity and sustainability of development of the State.

Objectives

- . To assess the risks and vulnerabilities associated with various disasters;
- . To develop appropriate disaster prevention and mitigation strategies;
- To provide clarity of roles and responsibilities of all stakeholders concerned with disaster management so that disasters can be managed more effectively and efficiently.
- To develop and maintain arrangements for accessing resources, equipment, supplies and funding in preparation for disasters that might occur;
- To ensure that arrangements are in place to mobilize resources and capabilities for relief, recovery rehabilitation and reconstruction after disasters;

- . To create mass awareness for improving preparedness of the community and provide advice and training to agencies involved in disaster management;
- To strengthen the resilience of the community to disasters by establishing and maintaining effective systems for response through capacity building and training activities;
- . To ensure co-ordination with agencies related to disaster management in other Indian states and those at the national and international level;
- . To ensure relief/ assistance to the affected communities without any discrimination on the basis of caste, creed, community or sex;
- To establish and maintain a proactive programme of risk reduction which would be implemented through the existing sectoral and inter-sectoral development programmes and be part of the overall development process in the State;
- To develop and implement programmes for risk sharing and risk transfer for all types of disasters;
- . To address gender issues in disaster management with special thrust on empowerment of women for ensuring long term disaster mitigation;
- To develop disaster management as a distinct management discipline strengthening the existing cadre of officials and other concerned officials from various departments;

Key elements of the Arunachal Pradesh Disaster Management Policy

- GoAP will have the prerogative to define the occurrence of a disaster and define the boundaries of the disaster-affected site by issuing a "disaster declaration". The declaration can be made on the recommendation of Prl. Secy. RR&DM / SRC or DC.
- GoAP views disaster management as a long-term process that involves the creation of disaster management and mitigation capacity in the State, in addition

to developing systems and processes designed to respond effectively to the disaster and provide relief and rehabilitation to those affected by it.

The establishment of the Arunachal Pradesh Disaster Management Authority ('APDMA' or 'the Authority') as a nodal agency is an important element in the overall framework for disaster management in the state. APDMA will facilitate, co-ordinate and monitor work for mitigation and preparedness for disasters. It will also coordinate and monitor emergency relief measures, relief, reconstruction and rehabilitation. The Authority would be provided with statutory powers in its role, as per the proposed Arunachal Pradesh Disaster Management Act which is a part of the provision of the National Disaster Management Act' 2005 released to the State Disaster Management Authority (SDMA) and District Disaster Management Authority (DDMA).

APDMA will facilitate, co-ordinate and monitor implementation of emergency relief measures and distribution of relief through the offices of the State Relief Commissioner/ Secretary RR&DM and the Deputy Commissioners working along with relevant Government departments who have been given specific responsibilities.

- The RR&DM department through the office of the Prl. Secy. RR&DM/ State Relief Commissioner/ Secretary RR & DM and Deputy Commissioners will be provided special powers to deal with emergency situations during disasters. When a disaster occurs within a district, Government personnel and the facilities/ resources available with them shall be placed under the operational control of the respective Deputy Commissioner during the period of the emergency. All government departments will simplify procedures in order to mobilize resources during disasters.
- Disaster management principles will be incorporate as an integral part of the overall Development planning process.
- GoAP will look at all aspects of sharing and risk transfer to ensure that the costs associated with managing disasters are distributed across a wider population.

- APDMA will established links between all other stake holders including Government departments, local authorities, NGOs, research agencies, public sector, private sector, community groups etc to share knowledge, establish coordination mechanisms and augment the capacities of all.
- A mechanism of continuous feedback shall be instituted so that learning's can be translated into more effective relief, rehabilitation and reconstruction efforts and the process of capacity creation and relief, rehabilitation and reconstruction feed into each other.
- Self-reliance shall be developed by promoting and encouraging the spirit of selfhelp and mutual assistance among local authorities and constituents.
- All administrative units of the state will develop and maintain documented plans
 of their disaster management functions and activities. These documented plans
 should be updated yearly or as instructed by the government.
- To ensure that all responsible agencies, their staff and the public are familiar with policy, plans and procedures related to disaster management, periodic exercises and drills shall be conducted at all levels, with specific emphasis at the district and local levels.

Key responsibilities

- Responsibility for the declaration of a disaster at any level in the state rests with the State Government. The declaration can be made on the recommendation of the State Relief Commissioner/ Secretary RR&DM ('SRC'/ 'SRR&DM') or Deputy Commissioner ('DC').
- Responsibility for initiation and execution of emergency relief measures and relief in times of disasters rests with state RR &DM Dept., in conjunction with other relevant Government departments. The State RR &DM Dept shall act through its functionaries at the state level ('SRC'/ 'SRR&DM') and the district level ('DC').

- Responsibilities for facilitation, coordination and monitoring of the development and implementation of reconstruction and rehabilitation activity following disasters rests with APDMA, utilizing the resources and expertise of relevant Government Department, district administration, local authorities, non-governmental organizations ('NGOs'), the public sector, the private sector, international development agencies, donors and community.
- . Responsibility for coordination and monitoring of the programmes of risk reduction rests with APDMA.

Responsibility for initiation and implementation of the risk reduction programmes rests with the relevant Government departments, NGOs, the private sector and the community.

Introduction

- Arunachal Pradesh is very vulnerable to different hazards like landslides, floods, flash floods, cloud bursts, forest fires high winds including earthquakes. These hazards have the potential to cause large scale disasters resulting in loss of life and damage to property. Recurrent disasters have led to adverse impact on the overall economic development of the State. In this backdrop, the Government of Arunachal Pradesh has decided to formulate a policy that would address various aspects of management of these disasters in a systematic and sustainable manner.
- holistic and proactive approach to manage disasters. The approach involves formulating a comprehensive policy on all phases of disaster management, addressing the entire gamut of disasters arising from natural (drought, floods, earthquakes, cyclones, landslides etc) and manmade (Forest fires, chemical catastrophes etc) hazards. This policy takes full cognizance of other related policies and initiatives at both the national and state level. In particular, this policy is intended to be consistent with the disaster management policy at the national level.
- . In order to achieve its objective of institutionalizing a disaster management ('DM') framework in the state, the GoAP has established a nodal agency, namely

the Arunachal Pradesh Disaster Management Authority, to facilitate, coordinate and monitor disaster management activities and promote good disaster management and mitigation practices in the state. The establishment of the APDMA is a key element in the overall disaster management policy of the state. The GoAP also proposes to introduce legislation in the form of a Arunachal Pradesh Disaster Management Act to provide a legal framework for disaster management in the state. The nodal supporting & implementing department for APDMA is the Dept. of RR&DM.

. GoAP acknowledges its responsibility to proactively manage disasters. Hence, this policy document articulates GoAP's vision and strategy for managing disasters proactively, systematically and in a sustainable manner. The document also provides guidelines to various entities involved in disaster management in the state for discharging their responsibilities more effectively.

Principles for Disaster Management

Principles of Arunachal Pradesh Disaster Management Policy ('APDMP')

A multidisciplinary approach has to be adopted for disaster management as it is the responsibility of all sectors, all organizations and all agencies that may be potentially affected by a disaster. Utilising existing resources ensures efficiency in resource utilization and lower costs.

With this background in mind, GoAP has outlined a set of key principles that will guide the development and implementation of the DM policy in Arunachal Pradesh. These principles are designed to provide guidance during all phases of disaster management and are consistent with internationally accepted best practices.

. Integrating disaster management into development planning

The objectives of the DM policy or any sectoral policy should sub-serve the overall goals of economic and social development of the State. Hence, policies on sustainable development should seek to reduce possible losses from disasters. In other words, disaster prevention and preparedness should be an integral part of every development policy. Therefore, the state's development strategy shall explicitly address disaster management

as an integral part of medium and long-term planning, especially for disaster prone districts in the State.

. Multi-Hazard approach to Disaster

The GoAP recognizes that disasters can either be man-made or natural or arising out of technological hazards. Although the state government machinery has been responding to disasters in the normal course of their work, the existing DM framework needs to be augmented to meet the needs in the aftermath of unexpected and large-scale disasters that could take place.

. Sustainable and Continuous approach

One of the objectives of sustainable development is to increase the inherent strength of all agencies, including the community to deal with disaster situations. Achieving this objective requires sustained initiatives encompassing social, economic and infra-structure issues. Further, once capacity is built, it needs to be sustained and become an ongoing and continuous activity. The Government of Arunachal Pradesh aims to improve on a continuous and sustainable basis; the infrastructure processes for relief, rehabilitation and reconstruction and institutionalization of capacity building at all levels within the state to mitigate the impact of disasters.

. Leverage existing Government Machinery

The GoAP shall strive to ensure that the long-term approach to disaster management utilizes the existing administrative machinery of the State Government at all levels in order to undertake activities related to communication, capacity creation, relief, rehabilitation and reconstruction, information collection, dissemination and sharing of disaster management best practices. All Government departments, bureaus, corporations, authorities and agencies are encouraged to utilise all available resources within their respective areas for disaster management before seeking assistance from entities in other areas or higher authorities. New institutions may be established where the existing mechanisms are found inadequate.

. Effective inter-agency co-operation and co-ordination

Successful disaster response requires a quick and organized response. The active participation of affected communities, NGOs, private sector and various Government Departments like Fire Brigade, Police, Health etc. is thus critical to any response activity.

Therefore, the DM policy in Arunachal Pradesh shall focus on establishing response mechanisms that are quick, co-ordinated and involving the participation of those affected by the disaster.

. Capacity building

It would not be possible to manage disasters utilizing the services of only a few stakeholders. The Government of Arunachal Pradesh recognizes the need to strengthen the capacities of NGOs, the private sector, voluntary organizations and local communities to become resilient to and cope with disasters while also undertaking the capacity building of government machinery to improve the management of disasters. It is necessary to ensure that vulnerable groups like woman, children, aged persons the sick and the infirm, landless labourers, below poverty line populations etc. are aware of their vulnerability to disaster in order to reduce the impact of disasters on them.

Further, the NGOs, private sector and the community members must understand and be familiar with DM principles and practices, their responsibilities, their role in prevention and mitigation of disasters, how they can support and assist relief workers if necessary.

It would also look into building capacities of engineers, architects, doctors, teachers and other groups to ensure that their services can also be optimally utilized for activities to be carried out during all the phases of disaster management.

Development of Disaster Management as a distinct managerial discipline will be taken up to create a systematic and streamlined disaster management cadre. Gender issues in disaster management will be addressed and the involvement of women for ensuring sustained long term disaster mitigation will be a major focus area.

. Autonomy and Equity

Disasters are tragic events whose impact is felt across socio-economic boundaries. Consequently, any DM effort should be neutral and non-discriminatory. To that extent, it is necessary that the DM institutions possess the autonomy to make decisions in a fair, scientific and systematic manner. Disaster assistance and relief must also be provided in an equitable and consistent manner without regard to economic or social status of beneficiaries. Relief/assistance must be provided without any discrimination on the basis of caste, creed, religion, community or sex.

. Legal sanction

The institutions/ individuals responsible for implementing disaster-management activities must have the necessary legal sanction and validity with requisite powers for managing

emergency situations. This is necessary to ensure that they are recognised by all stakeholders as the legitimate policy making and/ or implementation authorities. The GoAP aims to create a legal framework that incorporate the roles of all relevant institutions responsible for managing disasters through the proposed Arunachal Pradesh Disaster Management Act,

. Accommodating aspirations of people

The objective of any effort relating to disaster management is to benefit the community. People are central to the decision-making process for disaster management and their priorities should be reflected in the programmes undertaken. The village Disaster Management Plan that are prepared by the community level where Mitigation Strategy are suggested would be taken into account while planning various govt. programme/projects.

. Accommodating local conditions

Disaster management efforts should be sensitive to local customs, beliefs, and practices and be adapted to local conditions. In addition, changes in the community and evolving social and economic relationships must be borne in mind to avoid confrontation and bottlenecks. This will ensure participation of the local community and foster a culture of joint responsibility for disaster management at all levels. The above two paragraphs could be clubbed under a common heading reflecting participatory approaches for DM, addressing local issues.

. Financial sustainability

GoAP is committed to allocating funds in the long term to ensure the sustainability of disaster management effort. One of the key elements in ensuring the long-term sustenance and permanency of the organization is the manner in which funds would be generated and deployed on an ongoing basis. This is necessary in view of GoAP's focus on disaster mitigation. According to National Disaster Management Act'2005, two types of funds at state level and district level may be created viz. **State Disaster Response Fund, District Disaster Response Fund and State Disaster Mitigation Fund, District Disaster Mitigation Fund.**

. Cost sharing and cost recovery

The GoAP encourages citizens and Government agencies to proactively enhance their capacity to deal with disasters. It is not possible for the GoAP to bear all the costs of

disasters on a sustainable basis, or provide rehabilitation on a long-term basis. The long-term approach is to move towards spreading the risks through various risk transfer mechanisms and incentivising individual. However, in doing so, GoAP would seek to protect the interests of poorer sections of the society through appropriate mechanisms.

. Develop, Share and Disseminate Knowledge

No single organization can claim to possess all the capabilities required to effectively manage disasters. The disaster management entities within Arunachal Pradesh will typically network with a number of other entities to augment their capabilities. In addition, an institute dedicated to conducting research, development and training activities related to disaster management, shall be set up in the state. This institute would aid in the sharing and dissemination of specialised knowledge related to disaster management among various implementation agencies, NGOs, private sector and the community in the state. Also, basic concepts related to disaster management and the role of the community therein shall be included in the curriculum of schools. This shall serve to sensitise people to the participative approach needed for effective disaster management. Information and knowledge embracing all facets of disaster-from mitigation to amelioration- shall be infused in schools, colleges and teachers' training syllabi.

Arunachal Pradesh Disaster Management Policy- Approach and Strategy

The Arunachal Pradesh Disaster Management Policy considers the understanding of hazards and disasters, their behavior, and the risks they pose to the community as fundamental to achieving successful disaster management. Thus, the strategy for implementing the APDMP emphasizes an integrated approach to disaster management, covering the following phases of managing disasters as essential components of any disaster management program:

- Pre-disaster Phase
- . Disaster/ Impact Phase
- Post-disaster Phase

In order to carry out the prescribed activities contained within this policy, the GoAP has defined a framework of operation for a set of agencies that play a key role in disaster management. The APDMP envisages a DM framework where the following entities play significant roles:

- . Arunachal Pradesh Disaster Management Authority;
- . State Steering Committee/ State Executive Committee;
- Prl. Secretary RR & DM / State Relief Commissioner;
- . District Administration, headed by the Deputy Commissioner;
- Local Authorities, including Municipal Corporations, District, Gram Panchayat etc.
- Voluntary agencies, including NGOs;
- . Public Sector;
- . Private Sector;
- . Community;

The implementation framework is based on the premise that disaster management is not a separate sector or discipline but an approach to solving problems that facilitates disaster management, harnessing the skills and resources across stakeholders. Therefore, a key element of the policy framework is to leverage the resources and capability of existing entities and build new capabilities, wherever necessary. While for most activities, the implementation agencies remain the local authorities and Government functionaries, at the state level, the APDMA provides the overall direction and guidance that keeps the focus of various entities on disaster management.

Approach and strategy for implementation

Phase I: Pre-Disaster Phase- Prevention, Mitigation & Preparedness

The pre-disaster phase includes prevention, mitigation and preparedness activities. These activities involve extensive data collection, maintaining directories of resources, developing action plans, capacity building through training and mass awareness campaigns among others. Government departments, district administration, local authorities and other appropriate agencies will develop plans for prevention and mitigation of disasters and will build capacity and ensure preparedness in the event of a disaster actually taking place. The private sector, NGOs, and the community would be encouraged to actively co-operate with the relevant agencies and to participate in training and other capacity building activities targeted to augment their disaster management capabilities. In this context, APDMA will act as the nodal agency for mitigation, preparedness and capacity creation and would facilitate and monitor the same. APDMA will develop linkages with other stakeholders such as lending agencies, Government departments, local authorities, NGOs, private sector and community groups, national and

international agencies in order to share knowledge and augment capacity on a holistic basis. The capabilities developed during this phase will play a critical role in determining the quality of response in all subsequent phases.

Key Activities in Pre-Disaster Phase

The following are the primary activities that will be carried out in this phase:

- . Planned Development: The relationship between development and disasters and how they affect each other is undeniable. A long-term disaster management approach requires that planning activities for development should include robust mitigation practices. GoAP would ensure that the planning activities of the state administration and local authorities take into account disaster risks and provide for suitable preventive and mitigation measures.
- . **Development of Policies and Guidelines:** Effective disaster management requires the formulation of clear guidelines and subsequent compliance by all Government authorities, private sector entities and the public at large. GoAP would develop appropriate guidelines that would include:
 - Civil architectural/ structural/ landuse planning specifications;
 - Other guidelines specification to disaster type, like quarantine (epidemics), cropping patterns (flood), evacuation (flood/cyclone) etc.
 - Development of laws / bye laws that assist the implementation of a framework for disaster management.
- **. Establishing a proper chain of command:** It is imperative that a clear chain of command is established for effectively managing activities that immediately follow a disaster. The GoAP will establish a clear chain of command with APDMA as the nodal agency for all disaster management activities and this would include coordination mechanisms across all entities responsible for implementation of these activities in the state.
- . **Risk Assessment:** Before commencing preventive and preparedness activities, it is important to identify and assess different types of risks for the state or parts of the state. Relevant departments would co-ordinate with APDMA for a thorough assessment of:

- Hazards: Classification of the region into zones based on hazard potential; and
- Vulnerability: Assessment of degree of vulnerability of any given structure/ people/ region to the impact of the hazard.

The assessment will be used for developing detailed contingency plans and mitigation measures.

- Develop disaster management plans: In consonance with the statutory obligations under the provisions of the National Disaster Management Act, 2005, detailed disaster management plans tailored to address local needs would be prepared and updated to enable the relevant authorities and the community to respond systematically to disasters. The guidelines for such plans will be prepared by stakeholders like Government departments, district administration, local authorities and expert agencies etc., in consultation with APDMA. The relevant authorities will prepare plans using these guidelines and ensure that these are constantly reviewed and updated. Existing procedure, manuals viz. Relief Manuals and Flood Memorandum etc. would be reviewed and updated by the relevant Government department, under the overall guidance of the Authority. In addition, APDMA and the relevant Government departments will prepare, and constantly update, a master contingency plan for the state based on the local plans. All Deputy Commissioners shall, in advance, designate evacuation areas for use in emergencies and define plans for providing essential services to those areas, when in use.
- **Develop repositories of information:** It is critical that the relevant authorities should be in a position to quickly establish contact with people and resources in the aftermath of a disaster. APDMA and the relevant Government departments will ensure that a comprehensive repository of information such as names, contact details, etc. is created, maintained and made easily accessible to the relevant authorities at all times.
- **. Establish communication and technology networks:** A robust state-wide information network is critical not only for managing disasters but also for effective functioning of the state government. Hence, the GoAP will ensure that a comprehensive information network is available. This network must enable timely collection of hazard-related information and rapid dissemination of relevant information and warnings. GoAP, in conjunction with APDMA, will ensure that appropriate levels of redundancies are built into the network from a disaster perspective.

- . **Developing early warning mechanisms:** Early warning mechanisms help the relevant authorities in taking timely preventive measures and thereby, reduce the damage caused by disasters. Wherever, possible, the relevant authorities, in conjunction with Government departments, shall set up early warning mechanisms to give advance warning for hazards like cyclones, floods etc. This shall include the setting up of Regional Response Centre or Emergency Operating Centre, if necessary, for providing key early warning information and preparing for a response, in the event of occurrence of disaster. APDMA shall ensure that these mechanisms are aligned with the overall disaster management plan for the State.
- **. Establish flexible procedures:** Emergency situations may warrant simplified procedures for decision making related to evacuation, procurement of essential items, deployment of resources and such other activities. The relevant Government departments shall accordingly define flexible procedures for emergency situations.
- **Building capabilities & expertise:** It is necessary to build strong capabilities and expertise for handling various aspects of disasters. APDMA shall network with a number of entities such as disaster management agencies, research institutions, disaster management specialists, NGOs, community groups, line departments, local Government authorities and other stakeholders to augment the capabilities of all relevant entities. In addition, GoAP would set up an institute dedicated to conducting research, development and training activities related to disaster management in the state. This institute would aid in the sharing and dissemination of specialised knowledge related to disaster management among various implementation agencies, NGOs, private sector and the community in the state. This institute will develop disaster management as a distinct management discipline for streamlined disaster management cadre.
- **. Capacity building:** The capacity of a community to withstand disasters is a function of:
 - awareness of the risks associated with disasters;
 - understanding of appropriate responses to disasters;
 - possessing the capacity to respond (training, research, availability of resources, skilled cadres);
 - Setting up emergency response mechanisms that mobilize and deploy these trained resources in a quick, efficient and systematic manner.

APDMA and the relevant authorities shall ensure that the required awareness, resources and training are provided to the community. The community will also be urged to develop self-reliance by promoting and encouraging the spirit of self-help and mutual assistance. APDMA shall support these initiatives by providing necessary resources and expertise from time to time. Also, basic concepts related to disaster management and the role of the community therein shall be included in the curriculum of schools. This shall serve to sensitize people to the participative approach needed for effective disaster management. APDMA and the relevant Government departments shall ensure that personnel in specialised areas (medical care, rescue etc.) are adequately trained and available for deployment in emergency situations. Disaster management capacity building will have special thrust on empowering women towards long-term disaster mitigation.

- . **Health and medical care:** Health and medical care is one of the most critical and immediate response components in any disaster response situations. The capacity for providing medical assistance in disaster situation including the emergency response quality will be developed through trained personnel and development of appropriate infrastructure.
- Knowledge management: The experience from previous disaster situations can provide valuable insights in managing disasters. It is vital that these learnings are captured in a systematic manner and utilised through knowledge management systems, feedback mechanisms etc. APDMA and relevant authorities shall develop systems and processes that enable knowledge management by capturing, storing and effectively utilizing information related to previous experience in disaster management. Information and knowledge embracing all facets of disasters from prevention to amelioration shall be disseminated in schools and colleges. Provision for online access to knowledge and information related to DM.
- Funds generation: Disasters can cause extensive strain on financial resources because of relief, rehabilitation and reconstruction activities. In addition, activities relating to mitigation of and preparedness for disaster situations also require funds. GoAP intends to have a budgetary allocation for disaster management for both Mitigation and Response as mandated in the National Disaster Management Act, 2005. Further, funds

would be made available through the Calamity Relief Fund. In addition, APDMA, as nodal agency, would also identify alternative sources of funds for activities related to disaster management in the state.

transfer is a means of transferring a part of the disaster risk to a third party, which is willing to indemnify the beneficiary against the disaster for a specified premium. GoAP would explore innovative means of sharing the costs associated with disasters through risk sharing, risk transfer and other measures since this would alleviate the burden on the state exchequer. This could be done through tax surcharge levies, imposition of local taxes, beneficiary funding, disaster insurance, micro finance and loans, bonds, tax saving schemes linked to disaster relief investments etc.

Pre-Disaster Phase- Roles of relevant agencies

The Arunachal Pradesh Disaster Management Authority

The Authority, in close co-ordination and with assistance of relevant Government departments namely Dept. of RR&DM would:

- . Develop, maintain and update the Arunachal Pradesh Disaster Management Policy;
- Develop risk assessment programme and emergency plans that focus on disaster preparedness and mitigation;
- Establish an effective disaster management structure that can compile, implement and monitor plans, as per the state policy;
- Incorporate disaster reduction, prevention and mitigation in socio-economic development planning;
- . Give recognition to and ensure that district administration and local authorities are able to enforce safety standards and rules, and strengthen their institutional capacity to deal with disasters and implement disaster management plans;
- Streamline the development, implementation and maintenance of contingency plans, and ensure that lifeline support systems are in place or enhanced.
- Enhance the existing capacity to limit damage by improving surveillance and early warning systems;

- Facilitate in establishment of an enabling legislative and financial framework for disaster management, with due attention to the role of the different tiers of Government, the private sector and individuals;
- Develop and implement educational and information programmes to raise public awareness with special emphasis on risk reduction and preparation;
- . Stimulate the active involvement of the community, local groups, women and disabled people in disaster people in disaster management programmes with a view to facilitating the capacity of the community to deal with disasters;
- Promote and support research, development of new technologies and the use of local knowledge in measures that are aimed at supporting risk reduction and relate to disaster management activities;
- Ensure that regional and international experience, knowledge and resources are made available to support efforts in risk reduction and disaster management in the state.

State Steering Committee/ State Executive Committee:

- Coordinate and monitor the implementation of the National Policy, the National Plan and the State Plan;
- Examine the vulnerability of different parts of the state to different forms of disasters and specify measures to be taken for their prevention of mitigation;
- Lay down the guidelines for preparation of disaster management plans by the departments of the Government of the State and the District Authorities;
- . Monitor the implementation of disaster management plans prepared by the departments of the Government of the State and District Authorities;
- Monitor the implementation of the guidelines laid down by the State Authority for integrating of measures for prevention of disasters and mitigation by the departments in their developing plans and projects;
- Evaluate preparedness at all governmental or non-governmental levels to respond to any threatening disaster situation or disaster and give directions, where necessary, for enhancing such preparedness;
- Coordinate response in the event of any threatening disaster situation or disaster;
- Give directions to any Department of the Government of the State or any other authority or body in the State regarding actions to be taken in response to any threatening disaster situation or disaster;

- Promote general education, awareness and community training in regard to the forms of disasters to which different parts of the State are vulnerable and the measures that may be taken by such community to prevent the disaster, mitigate and respond to such disaster;
- . Advise, assist and coordinate the activities of the Departments of the Government of the State, District Authorities, Statutory bodies and other governmental and non-governmental organizations engaged in disaster management;
- Provide necessary technical assistance or give advice to District Authorities and local authorities for carrying out their functions effectively;
- . Advice the State Government regarding all financial matters in relation to disaster management;
- Examine the construction, in any local area in the State and, if it is of the opinion that the standards laid for such construction for the prevention of disaster is not being or has not been followed, may direct the District Authority or the local authority, as case may be, to take such action as may be necessary to secure compliance of such standards;
- Providing information to the National Authority relating to different aspects of disaster management;
- Lay down, review and updates State Level response plans and guidelines and ensure that the district level plans are prepared, reviewed and updated;
- Ensure that communication systems are in order and the disaster management drills are carried out periodically;
- Perform such other functions as may be assigned to it by the State Authority or as it may consider necessary.

Government Departments

- The Dept. of RR&DM is the Nodal Department in implementation, supporting & executing body for APDMA.
- Functionaries of various Government departments must ensure adequate assistance to APDMA, the district administration and local authorities for activities in this phase. These departments should their active co-operation in setting up communication centers, drawing up contingency plans, assisting in capacity building, developing plans, gathering data, and identifying and training appropriate personnel, under the overall direction of APDMA.

Deputy Commissioners

The DC plays a coordinating role at the district level to ensure that the various Government functionaries in the district effectively carry out the DM activities in this phase. Working in close co-operation with Government departments and local bodies, the roles of DC's in this phase include:

- Ensuring that prevention, mitigation and preparedness activities are carried out in accordance with the appropriate guidelines;
- Providing inputs to APDMA relating to various aspects of disaster management, including early warnings, status of preparedness etc.;
- Ensuring that relevant officials in the district possess the knowledge to deal with disaster management issues;
- Developing an appropriate relief implementation strategy for the district, taking
 into account the unique circumstances of the district and prevailing gaps in
 institutional capacity and resources of the district;
- Facilitating and coordinating with local Government bodies to ensure that predisaster DM activities in the district are carried out optimally;
- Facilitating community training, awareness programmes and the installation of emergency facilities with the support of local administration, NGOs and the private sector;
- Establishing adequate inter-department coordination on issues related to disaster management;
- . Reviewing emergency plans and guidelines;
- . Involving the community in the planning and development process;
- Ensuring that local authorities, including Municipal Corporations, Gram
 Panchayats etc. in the district, are involved in developing their own mitigation
 strategies;
- Ensuring appropriate linkage between DM activities and planning activities;
- . Revisiting/ reassessing contingency plans related to disaster management;
- Ensuring that proper communications systems are in place, and contingency plans maximize the involvement of local agencies;
- Ensuring that DM related equipment, especially fire-fighting equipment are well-maintained and ready to use.

Local Authorities

Local authorities should work in close coordination with and provide all assistance to relevant Government departments, under the overall guidance of DC of APDMA. They

should ensure that staff is adequately trained and all necessary resources are in a ready-to-use state. They would also be responsible for ensuring compliance to all specifications, as may be stipulated by Government departments or APDMA, for structures under their jurisdiction.

Private Sector

The private sector should ensure their active participation in the pre-disaster activities in alignment with the overall plan developed by the APDMA or the DC. They should also adhere to the relevant building codes and other specifications, as may be stipulated by relevant local authorities.

Community Groups and Voluntary Agencies

Local community groups and Voluntary agencies including NGOs should actively assist in prevention and mitigation activities under the overall direction and supervision of the APDMA or the DC. They should actively participate in all training activities as may be organised and should familiarise themselves with their role in disaster management.

Phase II: Impact Phase-Emergency Relief Measures and Relief

This phase includes all measures that are taken immediately in the aftermath of a disaster. The speed and efficiency of the response in this phase will crucially reduce the loss to life and property. The ability of the state to respond to a disaster will be developed during the pre-disaster phase and the capabilities developed therein will be brought into play in this phase. Equally important will be the deployment of trained personnel, proper flow of information and speed of decision making.

The Dept. of RR&DM, in conjunction with other relevant Government departments, would carry out activities in this phase. APDMA will facilitate, coordinate and monitor the activities in this phase, wherever required. In case APDMA believes that adequate relief is not being provided, it will be entitled to direct the Prl. Secy. (RR&DM)/ SRC or the DC in taking requisite measures. The district administration headed by the DC, in conjunction with local authorities, shall be responsible for carrying out relief activities when the impact of a disaster is restricted within the geographical boundaries of a district. The Prl. Secy. (RR&DM)/ SRC shall coordinate and support relief activities of district administrations, where a disaster has affected more than one district. Recognizing the

importance of a clear chain of command in emergencies, the GoAP will provide the Prl. Secy. (RR&DM)/ SRC and DCs special powers to coordinate the activities of all Government authorities within their jurisdiction.

Key Activities in Impact Phase

The following are the primary activities that need to be carried out as part of emergency relief measures and in the relief phase to implement the policy guidelines:

- . **Search and Rescue:** The first priority in the aftermath of a disaster is to minimize loss of life by undertaking rescue efforts and providing medical treatment to the people. Those trapped under collapsed buildings or isolated due to floods or cyclones need immediate assistance. The Deputy Commissioner, in conjunction with local authorities will be responsible for the search and rescue operations in an affected region. In doing so, the DC will be guided by relevant disaster management plans and will be supported by Government departments and local authorities.
- . Subsistence, Shelter, Health and Sanitation: Disasters can disrupt food supply, water supply and sanitation mechanisms. They may also force people to abandon their houses, either temporarily or permanently. Such situations typically result in an immediate need for shelter and protection against other hazards including epidemics etc. The relevant Government departments and local authorities would work together to provide temporary shelter, health and sanitation services to rescued victims in order to prevent any outbreak of diseases.
- . Infrastructure and essential services: Disasters can cripple the infrastructure of the state in terms of roads, public buildings, airfields, ports, communication network etc. An immediate priority after a disaster is to make basic infrastructure operational. The local authorities would work in close coordination with relevant government departments in order to restore infrastructure to normal operating conditions as soon as possible.
- **Security:** Usually, in a disaster situation, police and security personnel are preoccupied with conducting search and rescue missions. Some people could take advantage of the situation and resort to looting and other anti-social activities. Consequently, it is necessary that security agencies functioning under the administrative

control of the district authorities be geared to prevent this and provide a sense of security to citizens. Prl. Secy. (RR&DM)/ SRC and DCs may invoke special powers vested in him/ her by GoAP, if existing powers regarding the same are inadequate.

- . **Communication:** The Prl. Secy. (RR&DM)/ SRC, the district administration and local authorities would communicate to the community at large, the impact of the disaster and specific activities that are being undertaken or need to be undertaken to deal with the situation. Some of these activities could include:
 - Media management/ PR: To ensure precise communication of the impact of disaster and relief measures being taken and generate goodwill among community and other stakeholders;
 - Community management: This includes communicating to the affected communities with a view to preventing panic reactions, while providing relevant information and handling welfare enquiries;
 - Feedback mechanisms: Using various mechanisms, including the communications network to get feedback on quality of relief measures being undertaken and urgent needs of disaster affected populations and those of the various agencies involved in emergency relief measures and relief.
- . **Preliminary damage assessment:** In the aftermath of a disaster, the district administration and local authorities receive simultaneous requests for assistance from scores of people and the resources at the disposal of the local administration are overstretched. Hence, it is necessary to utilize and deploy the resources in the most efficient manner. Such deployment is not possible without undertaking a preliminary damage assessment. Once, a disaster strikes, the Government departments and the local authorities shall carry out a preliminary 'need and loss assessment' and the district administration shall mobilize resources accordingly.
- Funds generation: The GoAP allocates funds in the State Budget for relief activities. In addition, funds may be available through the Calamity Relief Fund. However, these funds may not be adequate to meet a major disaster. In such

circumstances, the GoAP shall explore additional sources of funding through aid, grants, loans etc., as identified in the pre-disaster phase.

- Finalizing relief payouts and packages: Relief packages shall be customized, if required, to the specifics of the disaster by the GoAP. As mandated by the National Disaster Management Act 2005, the quantum of relief can be more but not less than what is prescribed by the Government of India. Relief packages would include details relating to collection, allocation and disbursal of funds to the affected people. Relief would be provided to all affected by the disaster without any discrimination on the basis of caste, creed, religion, community or sex.
- **. Post-relief assessment:** APDMA, with assistance from Government departments, district administration and local authorities will document the learnings from the experience following any disaster that can be used as inputs into further mitigation, relief or rehabilitation and reconstruction plans.

Impact Phase- Roles of relevant agencies

Emergency relief measures and relief distribution in the immediate aftermath of a disaster is primarily carried out under the supervision of the Dept. of RR&DM. As far as possible, the relevant Government departments and district administration shall carry-out their functions in accordance with the appropriate action plan developed under the guidance of APDMA.

The Arunachal Pradesh Disaster Management Authority:

The authority shall develop policies and principles that guide and govern the emergency relief measures and relief in this phase. The authority would also facilitate, co-ordinate and monitor emergency relief measures and relief being carried out by relevant agencies, if required, in this phase, APDMA would:

- Recommend provision of additional powers to the implementation agencies to coordinate and handle emergency relief measures and relief, if the existing powers are inadequate;
- Facilitate, co-ordinate and monitor emergency relief measures and relief efforts of implementation agencies;
- . Co-ordinate with other agencies of other states and other national and international agencies, if necessary, to augment the relief being provided;

• Ensure effective implementation of policy guidelines by providing guidance to implementing agencies from time to time.

State Steering Committee/ State Executive Committee:

For the purpose of, assisting and protecting the community affected by disaster or providing relief to such community or, preventing or combating disruption or dealing with the effects of any threatening disaster situation, the SSC/SEC may-

- control and restrict, vehicular traffic to, from or within, the vulnerable or affected area;
- control and restrict the entry of any person into, his movement within and departure from, a vulnerable or affected area;
- . remove debris, conduct search and carry out rescue operations;
- provide for shelter, food, drinking water, essential provisions, healthcare and services in accordance with the standards laid down by the National Authority and State Authority;.
 - give direction to the concerned Department of the Government of the State, any District Authority or other authority, within the local limits of the State to take such measure or steps for rescue, evacuation or providing immediate relief saving lives or property, as may be necessary in its opinion;
- require any department of the Government of the State or any other body or authority or person in charge of any relevant resources to make available the resources for the purposes of emergency response, rescue and relief;
- procure exclusive or preferential use of amenities from any authority or person as and when required;
- construct temporary bridges or other necessary structures and demolish unsafe structures which may be hazardous to the public;
- ensure that non-governmental organisations carry out their activities in an equitable and non-discriminatory manner;
- disseminate information to public to deal with any threatening disaster situation or disaster;
- take such steps as the Central Government or the State Government may direct in this regard or take such other steps as are required or warranted by the form of any threatening disaster situation or disaster.

The State Relief Commissioner/ Secretary (Relief, Rehabilitation & Disaster Management):

The Prl. Secy. (RR&DM)/ SRC plays a direct and active role in relief. For a disaster that impacts more than one district in the state, the Prl. Secy. (RR&DM)/ SRC leads the relief efforts using the appropriate action plan. The Prl. Secy. (RR&DM)/ SRC, either directly or through the respective Deputy Commissioners, co-ordinates and monitors the relief efforts using all the resources available with the State Government. In this phase, the Prl. Secy. (RR&DM)/ SRC would:

- . Recommend to the state Government when disaster needs to be declared;
- Supervise and undertake relief, if necessary, where disaster is declared;
- Support the DC in carrying out emergency relief measures in respective districts.

Government Departments

- The Dept. of RR&DM is the Nodal Department in implementation, supporting & executing body for APDMA.
- Functionaries of various Government departments will carry out relief operations as per disaster management plans developed, under the overall supervision of the Prl. Secy. (RR&DM)/ SRC and DCs. The respective district heads from the various Government departments shall report to the Deputy Commissioner for the activities in this phase.

Deputy Commissioners

In this phase, the DC is responsible for all activities related to disaster management for his/her district, including the following:

- . Recommend to the State Government, declaration of disaster;
- Undertake and supervise emergency relief measures and relief operations in the district, with assistance of other relevant Government departments, local authorities, voluntary agencies, community groups etc.;
- . Assess need for additional resources and coordinate with the Prl. Secy. (RR&DM)/ SRC and APDMA for accessing statewide resources, if required.

Local Authorities

Local Authorities, including Municipal Corporations, Municipalities, District, Talukas, and Gram Panchayats etc. would appropriate guidelines and procedures in understanding

emergency relief measures and relief activities, under the overall supervision and direction of the Prl. Secy. (RR&DM)/ SRC or the DC.

Private Sector

The private sector would participate in the emergency relief measures and relief activities under the overall supervision and direction of the Prl. Secy. (RR&DM)/ SRC and the DC. Based on the training and other capacity-building inputs received from APDMA and other authorities, they should be able to mobilise resources immediately and commence emergency relief measures and relief at the earliest, if required. They should also actively provide relevant information regarding magnitude of effect of disaster, need for additional resources etc. They should also be co-operate with relevant authorities in the conduct of a preliminary damage assessment etc.

Community Groups and Voluntary Agencies

Local community and voluntary agencies including NGOs are usually the first responders in the aftermath of a disaster. The community and voluntary agencies should undertake rescue and relief measures immediately, to the extent possible on their own, before the district or the state administration steps-in. After the intervention of the district or state administration they should continue the works of rescue and relief under the overall direction and supervision of Prl. Secy. (RR&DM)/ SRC or the DC. They should work in close coordination with Prl. Secy. (RR&DM)/ SRC/ DC to avoid duplication and ensure equity. They should take a pro-active role in assisting the victims of disaster and should provide inputs to relevant authorities as to the magnitude of effect of disaster, need for additional resources etc. They should also co-operate with relevant authorities in the conduct of a preliminary damage assessment etc.

Phase III: Post-Disaster Phase – Reconstruction & Rehabilitation

The thrust areas in this phase will be ensuring a speedy return to normalcy and mitigation of long-term consequences of the disaster. The policy objective of the Government in this phase will be to focus on economic and social consequences of the disaster and directing efforts to improve the machinery of the state as well as with aid of other stakeholders with whom long-term relationships have been developed in the pre-disaster phase.

Key Activities in Post-Disaster Phase

The following activities would be carried out in this phase to achieve policy objectives:

- **Detailed damage assessment:** While a preliminary damage assessment is carried out during the impact phase, a detailed assessment must be conducted before commencing reconstruction and rehabilitation activities. The relevant Government departments and local authorities shall initiate detailed assessment at their respective levels for damages sustained by housing, industry/ services, infrastructure, agriculture, health/ education etc. assets in the disaster affected areas.
- Assistance to restore houses and dwelling units: GoAP may, if needed, will formulate a policy of assistance to help restore damaged houses and dwellings. This should neither be treated as compensation nor as an automatic entitlement.
- **Relocation (need based):** The GoAP believes that need-based considerations and not extraneous factors drive relocation of people. The local authorities, in consultation with the people affected and under the guidance of APDMA, shall determine relocation needs taking into account criteria relevant to the nature of the calamity and extent of damage. Relocation efforts will include activities like:
 - Gaining consent of the affected population;
 - Land acquisition;
 - Urban/ rural land use planning;
 - Customizing relocation packages;
 - Obtaining due legal clearances for relocation;
 - Getting the necessary authorization for rehabilitation;
 - Livelihood rehabilitation measures for relocated communities wherever necessary.
- Finalizing reconstruction & rehabilitation plan: The effectiveness of any reconstruction and rehabilitation plan is based on detailed planning and careful monitoring of relevant projects. APDMA will oversee reconstruction and rehabilitation work and ensure that it takes into account the overall development plans for the State. APDMA will approve reconstruction and rehabilitation projects based on:
 - Identification of suitable projects by relevant departments;
 - Project detailing and approval by the relevant technical authority.
- Funds generation: Reconstruction and rehabilitation projects are fairly resource intensive. These projects have been financed in the past primarily through the state exchequer. In the recent past, funds have been raised from

international agencies. GoAP shall finalise the fund generation mechanism, including the covenants and measures that govern fund inflow and disbursement and usage. This includes:

- Estimation of funds required based on detailed damage assessment reports and consolidation of the same under sectoral and regional heads;
- Contracting with funding agencies and evolving detailed operating procedures for fund flow and corresponding covenants.
- **Funds disbursement and audit:** The funds raised from funding agencies are usually accompanied by stringent disbursement and usage restrictions. It is therefore important to monitor the disbursement of such funds to ensure that none of the covenants are breached. APDMA, in conjunction with relevant agencies, shall monitor disbursal of funds by:
 - Prioritizing resource allocation across approved projects;
 - Establishing mechanisms (like a chain of banks, collection centers, nature of accounts, spread etc) for collection of funds;
 - Ongoing monitoring and control of fund usage throughout actual project implementation.
- Project management: Since rehabilitation and reconstruction efforts typically involves the coordinated efforts of several entities, the GoAP shall encourage the respective entities to strengthen program management capabilities to ensure that synergies across and within entities are managed efficiently. In addition, constant monitoring is also necessary to ensure that the project is executed on time, in accordance with the technical specifications and to the satisfaction of the beneficiaries. APDMA, in conjunction with relevant Government departments, will monitor the construction activity that is carried out by various implementation agencies. Typically implementation activities would include:
 - Disaster proofing and retrofitting of houses;
 - Creation/ Retrofitting of structures- including roads, bridges, dams, canals etc that may have been destroyed/ damaged due to the disaster;
 - Restoration of basic infrastructure facilities e.g. airports, helipads, power stations, hydro-electric power, road and communication networks etc.;

- Creation of health centers, first aid centers, hospitals, groups of doctors and surgeons etc.;
- Restoration of the industrial viability of the affected area;
- Restoration of livelihoods.
- Undertake projects for environmental protection
- Lommunication: Communication activities are necessary to convey to the larger community the scope and nature of the proposed reconstruction and rehabilitation efforts so as to increase the stakeholders' awareness and buy-in for the ongoing activities. Hence, APDMA and relevant Government departments, district administration and local authorities shall undertake:
 - Ongoing media management/ Public Relations: To ensure accurate communication of the reconstruction and rehabilitation measures being taken to various stakeholders;
 - Community management: This includes communicating to the affected communities with a view to apprising them of efforts being made for their relocation/ rehabilitation/ reconstruction;
 - Feedback mechanisms: Using the communication network to get feedback on reconstruction and rehabilitation measures.
- Dispute resolution mechanisms: APDMA, in conjunction with relevant agencies, shall institutionalise mechanisms to address beneficiaries' grievances at various levels, as well as explore innovative ways of dispute minimization like involving the community in reconstruction initiatives. Appropriate mechanism with penalties for dealing with false claims will be evolved to prevent misuse of assistance.
- . Implementing initiatives for recovery of reconstruction costs: The GoAP shall finalise and implement select recovery measures such as:
 - Imposing tax surcharge levies (central)
 - Imposing local taxes;
 - Facilitation of funding responsibility sharing by beneficiaries etc.

Post-Disaster Phase- Roles of relevant agencies

The post-disaster phase will mainly comprise reconstruction and rehabilitation activities. Currently, the activities in this phase are primarily carried out by the local bodies (Gram panchayats, District, Talukas, Municipal corporations, Municipalities etc.) and various Government departments and boards. However, their activities in this phase shall be in

accordance with the reconstruction and rehabilitation plans framed by APDMA, in conjunction with implementing authorities.

The Arunachal Pradesh Disaster Management Authorities:

The Authority shall through the line departments/ local bodies conduct a detailed assessment of damage, formulate estimates of financial support required and raise the required funds from various Governments, national and international funding agencies etc. The Authority would be responsible for the deployment of funds, as per identified priorities. The Authority would facilitate, co-ordinate and monitor reconstruction and rehabilitation efforts of various Government departments and other implementation agencies in terms of project timelines, processes, funds deployment and benefits accruing to the affected community. The Authority would also be responsible for meeting guidelines and providing feedback on various parameters related to the progress and outcome of the reconstruction and rehabilitation efforts to the various funding agencies and other stakeholders.

State Steering Committee/ State Executive Committee:

- Detailed Assessment of Damage, assist the State Government in formulating the estimate for financial support required and assists the APDMA in raising the required funds from various Governments, National and International funding Agencies etc.
- . Assist the APDMA and District authority for the deployment of funds, as per identified priorities.
- Facilitate, coordinate and monitor reconstruction and rehabilitation efforts with State Authority, District and other local authority.
- . Monitor the implementation of guidelines laid by APDMA and provide feedback on various parameters related to the progress and outcome of the reconstruction and rehabilitation efforts to the various funding agencies and other stakeholders.

Government Departments and Local Authorities

- The Dept. of RR&DM is the Nodal Department in implementation and executing body supporting the APDMA.
- . Government departments and local authorities will conduct detailed damage assessment and will carry out the reconstruction and rehabilitation activities, in accordance with the policies and guidelines specified by the Authority. They would also

be responsible for reporting on various parameters, as may be required, by APDMA, related to the progress and outcome of the various projects being implemented by them.

Deputy Commissioners

The DCs play a coordinating role at the district level to ensure that various Government departments effectively carry out the rehabilitation and reconstruction activities in this phase. The primary responsibilities of the DCs in this phase are:

- Coordinating the reconstruction and rehabilitation efforts in the district or a part of the district;
- Assisting APDMA in monitoring the progress and outcome of reconstruction and rehabilitation efforts on the basis of the mechanisms established by APDMA.

Private sector

The private sector should provide fair estimates of damage assessment to relevant authorities and provide feedback in terms of their priorities and concerns for work related to rehabilitation and reconstruction. They should participate in the post-disaster activities, in coordination with APDMA or the DC and in alignment with the overall policies and guidelines developed by the Authority. They should cooperate in providing feedback regarding progress and outcome of rehabilitation and reconstruction projects undertaken in their vicinity.

Community Groups and Voluntary Agencies

Community groups and voluntary agencies, including NGOs should provide fair estimates of damage assessment to relevant authorities and provide feedback in terms of their priorities and concerns for work related to rehabilitation and reconstruction. They should participate in the post-disaster activities, in coordination with APDMA or the DC and in alignment with the overall policies and guidelines developed by the Authority. They should cooperate in providing feedback regarding progress and outcome of rehabilitation and reconstruction projects undertaken in their vicinity.

.....framed as per GSDMA