

## ROLE OF PANCHAYATI RAJ INSTITUTION IN DISASTER MANAGEMENT

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### INTRODUCTION

Disasters like Floods, Cyclones, Droughts and Earthquakes are increasing in India due to environmental degradation, deforestation, increasing population, nuclear explosions and air pollutions, etc. There is also worldwide concern to mitigate the growing incidence of disaster and their toll on human life, property and environment. In India floods affect 11.2 percent of the land and drought account for 28 percent of the land, cyclones along 7516 km vulnerable coastline and earthquakes covering 57 percent of the land are other major disasters that occur quite often. Natural Disasters cannot be prevented, but their impact on the lives and the socio-economic aspects of the people can be reduced to a considerable extent. In the past, people have countered the effects of the disasters with their own efforts and have overcome the trauma of the calamity. While the Government has the role to help its people in distress, the people themselves have greater responsibility to withstand together to face such eventualities and help the Government to help themselves in this process, rather fully depending on it. No state-level administration will be able to meet the requirements of communities, unless communities come forward to solve their own problems.<sup>1</sup>

The PRI is a statutory body elected by the local people through a well defined democratic process with specific responsibilities and duties. The elected members are accountable to the people of the ward, rural community, block and the district.

Keeping the above in view, the PRI, the representative body of the people, is the most appropriate institution from village to the district level in view of its proximity, universal coverage and enlisting people's participation on an institutionalized basis. Their close involvement will go a long way in getting people prepared for countering natural disasters as well as involve them in all possible preventive and protective activities so that the impact of the disasters are mitigated and the people are able to save their lives and property. The PRIs can act as catalysts to social mobilization process and tap the traditional wisdom of the local communities to complement the modern practices in disaster mitigation efforts. Besides PRIs will also provide a base for integration of various concerns of the community with that of the NGOs and CBOs which are engaged in various developmental activities at the grassroots level.

Hence there is a need to define the role of PRIs in Disaster Management and sensitize local communities through them to develop coping mechanism in preparedness and mitigation measures of disaster to minimize its destructive effect on life and property at local level. The proposed national workshop will therefore address the relevant issues relating to role of Panchayats in disaster and providing a forum to discuss and evolve strategies to manage crisis situations effectively by these institutions. The disaster management cycle requires massive efforts in all its aspects like prevention, mitigation, preparedness, response, restoration, rehabilitation reconstruction work. These include addressing situations like lack of coordination at all levels in the restoration and relief work, non-involvement of the people, over dependency on government, inadequate relief and restoration work, lack of awareness among people regarding potential danger of cyclones and other disasters, lack of knowledge on availability of funds and resources etc.,. Thus, the entire preparedness with regard to meeting emergencies like cyclone, flood and drought etc., calls for a constructive role and greater commitment on the part of the PRIs.<sup>2</sup>

### **NEED FOR INVOLVING THE PRI BODIES**

In general, if the local bodies like Panchayats are not consulted for preparedness-planning, relief and rehabilitation work, it leads to absence of transparency and accountability in the mitigation efforts. The whole approach towards rehabilitation work may end up being 'top down' in nature. As the relief and restoration efforts involve investment of hundreds and thousands of cores rupees, there should be satisfaction of having utilized them properly and efficiently. Activities like distributing immediate relief in the form of money, food grains, medical care, cloths, tents, vessels drinking water and other necessities, activities of restoration, rehabilitation and reconstruction efforts of damaged villages and towns can be implemented better with the involvement of local bodies.

There is a view that local bodies like Panchayats should be encouraged and empowered to manage the local affairs with the available local resources. The elected leaders and officials of Panchayats should be trained to develop capabilities to handle crisis situation in preparedness, warning, rescue, relief, medical assistance, damage assessment, counseling, water and sanitation and rehabilitation operations. It is felt that in biggest disasters the role assigned to Panchayats was meager in handling the problems of various types at the grassroots level.

The 73rd Constitution Amendment (1992) heralded a new phase in the country's quest for a democratic decentralized set-up; more so, in matters pertaining to devolution of powers, functions, functionaries and finances. One of the objectives of Panchayati Raj (PR) is to promote popular participation through an institutional framework. The articles 243(G) of the Constitution visualises Panchayats as institutions of self-government. It subjects to extent of devolution and powers and functions to the will of the state legislatures, it also outlines the role of Panchayats in respect of development, planning and implementation of programs of economic development and social justice. A comprehensive list covering 29 subjects which are mostly related to development has also been provided in the Eleventh Schedule to the constitution. The success of this depends upon adequate devolution of powers, functions, personnel and finances on these bodies, which is yet to make significant progress. Mostly the disaster activities of restoration,

rehabilitation and reconstruction fall within the ambit of these development activities. Hence there is an imperative need to involve local bodies in disaster management.<sup>3</sup>

## HOW PRI BODIES CAN LEAD

It must be conceded that wherever it has strong roots, PRI has played a crucial role in mobilizing people in various situations of crisis. However, it is a fact that it is difficult to pre-empt disasters and also to predict their magnitude. But the impact of disasters on people living in vulnerable areas and losses to their property can be minimized by a pro-active role played by PRIs at the grassroots level. Apart from great organizing skills, it may call for courage and leading from the front. The PRI members can play a role of leadership in Disaster Management at all stages. Right from the preparatory stage up to the handling of the long term development activities for risk reduction, PRI can lead in several ways. A broad outline may include activities like:

### PRE-DISASTER

- Organising awareness campaign and promoting community education on disaster preparedness.
- Articulation of community need for developing preparedness plan through community involvement and Panchayat ownership.
- Identifying the resource gaps both physical and manpower and replenish the same through capacity building.
- Establishing synergy with local agencies including NGOs/ CBOs.
- Dovetailing Risk Reduction into various development programs of national and state governments.
- Encouraging people to insure assets and livestock.
- Establishing convergence with local institutional structures created for implementing education, health, livelihood, social justice and so on.
- Activating the DM Plans with the participation of the community.
- Formation of Task forces and their capacity building.

### DURING DISASTER

- Arranging emergency communication through available resources.
- Evacuation to temporary shelter and running relief camps.
- Supplementing rescue and relief efforts in coordinating different agencies.

- Monitoring of Relief distribution.
- Safe disposal of carcass and arranging safe drinking water and sanitation.

### **POST DISASTER**

- Damage assessment particularly assisting in identifying victims for compensation and its distribution.
- Formulating rehabilitation and reconstruction plan of houses and other local infrastructures.
- Enforce minimum specification for safe reconstruction.
- Supervise and monitor long term reconstruction and mitigation projects.
- Mobilising special funds to use disaster resistant construction technology in vulnerable areas.<sup>4</sup>

### **MODES OF DISASTER MANAGEMENT**

Disaster Management in a broad framework covers all aspects of preventive and protective measures, preparedness and systematic organization of rescue, relief and rehabilitation operations to mitigate the impact of disasters on the human beings and all socio-economic aspects of the disaster-prone areas. The whole process of disaster management can be divided into three broad phases and each phase has a number of inter-related activities:

#### **I. PREPAREDNESS PHASE**

Preparedness for an eventuality of the occurrence of a disaster helps its mitigation to a large extent. Therefore this is a continuous phase, when a number of activities are in place. These could include awareness generation, identification of vulnerable groups, identification of resources and assets, household preparation, formation of various task forces and their capacity building and developing a disaster management plan etc. This needs a sustained effort on the part of the community.

#### **II. RESPONSE PHASE**

This has two sub-phases;

##### **EARLY- WARNING**

This phase begins with Early Warning System. In cases where the disasters are predictable, such as Drought, Floods and Cyclone, as soon as there is indication of the on-set of a disaster, early warning is issued to keep people alert. The warnings continue till the actual impact. The interval at which warnings are issued depends on the type of the disaster. In the case of drought, the

intervals for warning could be a week to a month but for Floods and Cyclones, it could be just every half-an-hour.

### **POST- WARNING**

This is perhaps the most crucial phase and needs high alertness. The earlier preparedness helps a lot during this phase in reducing risk and damage and taking mitigation actions. This includes activities like Control room management, shelter management, inter-agency coordination, search, rescue and medical aid, public health measures, sanitation and hygiene, damage assessment, relief distribution, disposal of carcass and mobilization of resources and their optimal utilization.

### **III. REHABILITATION AND RECONSTRUCTION PHASE**

After the impact of a natural disaster, particularly those which are devastating in nature leave behind large scale destruction such as loss of lives, damage to houses and properties, crops, livestock and the physical infrastructure.

Thus the activities to be attended in this phase are as follows:

- Provision of temporary shelters for those who have lost their houses completely, till construction of permanent housing is completed.
- Providing minimum household utility goods for all those who lost everything.
- Provision of food and clothing.
- Making alternate arrangements for drinking water if the existing facility has been completely damaged.
- Restoration of road, transport, electricity and communication (where minor repairs are needed and temporary arrangements in the case of those need reconstruction, which takes long time).
- Salvaging the losses incurred due to damage to the crops and plantations.
- Arrangements for distribution of seeds, fertilizers and other inputs in initiating the process of agricultural activities.
- De-silting of agricultural fields, irrigation tanks, canals etc.
- Restoration of health and educational facilities, if the damage is repairable or making temporary alternative arrangements.
- Distribution of ex-gratia for the dead and compensation for the losses (wherever applicable).<sup>5</sup>

## **ROLE OF THE THREE-TIER PRI BODIES IN DISASTER MANAGEMENT**

The major role of the Panchayati Raj Bodies in respect of disaster management is in the preparedness planning and its implementation during the impact and post- impact phase as this is the most crucial period for the people facing the disaster. The village people are the most vulnerable for disasters and therefore the Village Panchayats have to play a major role in association with the higher level bodies of PRIs as well as with the Government agencies.

The involvement of Panchayats is also necessary as this alone can provide quick response and also make people to withstand the threat of the disasters and minimize their dependence on Government response for rescue and relief operation at the time of any crisis. The most important tasks to be performed by the Village, Block and the District Panchayats along with the government machinery at the respective levels during the three phases of disaster management are listed hereunder:

### **PHASE – I**

Tasks to be performed by 3- tier Panchayat bodies for Preparedness planning

#### **GRAM PANCHAYATS**

1. Convening meetings of ward members to ensure proper information regarding the warning signals reached the people through all media modes.
2. Updating information on Civic amenities Population Government and Panchayat properties Housing and cattle/ livestock population
3. Selection of location for shifting people/ livestock to safer places
4. Special arrangements evacuation of handicapped, children and expectant mothers
5. Medical sanitation requirements relief camps
6. Arrangements disconnecting lines during winds/gales
7. Stocking food grains, drinking water and other necessities

#### **BLOCK/ PANCHAYAT SAMITIS**

1. Supervise preparedness of the Gram Panchayats
2. Consolidate village wise information on items listed under GP
3. Engineering staff at the Block I Mandal level should repair drainage/canal/roads etc.
4. Contacting Ex-army/Security forces personal / volunteers to organize a taskforce to assist people in emergency.

5. Procure and keep rescue materials including boats ready.
6. Function as link between the district and village level counter disaster activities.

### ZILLA PARISHADS

1. Before the onset of monsoon (May) and likely periods of cyclone (May- June & Oct-Nov), the District Collector should have a meeting of all District Heads of the Sectoral, Departments and the Members of the Z P for preparedness.
2. All the concerned departments, specially Roads & Buildings, Major and Minor Irrigation, PDS, Communication Police , Revenue Electricity, etc., to take up necessary repair and maintenance and related works for preparedness to counter Flood& Cyclone Disasters.
3. To organize 'Task Force' at District, Block and the Village levels.
4. To identify and enlist NGOs who are useful in extending help during disasters.
5. At the first warning, call the meeting of the Crisis Management Group and alert all concerned at Block and Village levels.
6. All the members of the Crisis Management Group (CMG) should be asked to keep their personnel in full preparedness, at all levels down the line.
7. The District Collector should be the Leader of the CMG and establish a control room which should be managed by senior officers round the clock during the crisis.<sup>6</sup>

### PHASE - II

Tasks to be performed by Panchayats for rescue and relief before and during the impact of disasters:

1. At the on-set warning of a disaster, the Gram Panchayat Leaders, with the help of District and Block Level officers should start preparations for countering Disaster. Establishment of temporary shelters relief camps should start immediately.
2. With the final warning, operations for the evacuation of people and the livestock should start so that all are at safer places before the disaster strikes.
3. Along with evacuation of people and livestock, storage of food and water for the people and the livestock should be made.
4. The Volunteers and the task forces should be kept in full readiness to take rescue operation at the shortest notice.
5. Medical and other relief teams from the district and Block may be asked to take position at strategic points and coordinate with the village volunteers / task forces.

**BLOCK/ PANCHAYAT SAMITIS**

1. With the final warning of cyclone, flood disasters, identify the villages likely to be affected and send teams of Task Forces/ Volunteers to the villages to supervise counter disaster measures.
2. Arrange transport facilities to evacuate people from villages likely to be affected and help GPs to shelter them in temporary relief camps.
3. Arrange for emergency communication facility through Police wireless, Radio, etc.
4. Arrange and assist GPs to establish temporary shelters/ relief camps.
5. Supervise the rescue and relief activities along with District Level officers.
6. Inform the CMG in case specific help for rescue and relief operation is required from the Police and Security forces including Army, Navy and Air Force.
7. Supervise the rescue and relief operations and coordinate with various agencies like Task forces, NGOs and Volunteers engaged in rescue and relief operations.

**ZILLA PARISHADS**

1. In the event of on-set of a cyclone /flood disaster monitor the situation, identify the Blocks and villages most likely to be affected and issue warnings at close intervals to all concerned.
2. Activate control room and keep full watch on the situations.
4. Activate CMG and put them on job for assisting Block and Village Panchayats for taking counter disaster measures.
6. Arrange for temporary emergency shelters/ relief camps and supply and transport of all essential food and non- food items to relief camp.
7. Requisitioning of the assistance of the Armed Forces if the need arises.
8. Monitoring of the rescue and relief operations at the village level.
9. Assisting the Block and village Panchayats in mobilising task forces/ Volunteers/ NGOs for rescue and relief operations.
10. Maintain minute to minute information on the situation during and immediately after the impact and keep ready to meet any specific emergency.<sup>7</sup>



**PHASE - III**

Reconstruction and long term planning:

**GRAM PANCHAYATS**

1. Assist in the identification of the victims of the disaster and eligible for various types of compensations and assist in the distribution.
2. Formulate reconstruction plan for individual houses, community and Govt. buildings, roads and other physical infrastructure within the jurisdiction of the GP with the assistance of the technical departments from block and district levels.
3. Enforce minimum code or specifications for the construction of individual houses, community and Government buildings, roads and other physical infrastructure.
4. Help district and block level organizations in organizing awareness camps for management and mitigation of disasters and ensure the participation of the villagers.
5. Organize village level Task Force/ Volunteers and train them in counter disaster measures.
6. Assist block and district level agencies in all activities related to disaster management and mitigation.
7. Assist block and district level agencies in the supervision and the monitoring of the reconstruction and development projects within the village.
8. Encourage village people to use insurance cover for all their assets/ lives and other aspects. This should be made mandatory for all those who can afford and also take Govt. help for others who can partially / not afford it.

**BLOCK/ PANCHAYAT SAMITIS**

1. Assist in Planning and Implementation of Rehabilitation of affected people; Repair and reconstruction of damaged house, physical infrastructure etc. and return to normal economic activities including farming etc.
2. Assist GP Panchayats in identification of persons eligible for different types of compensation and its distribution.
3. Based on hazard and vulnerability prepare village and block level mitigation plan and consolidate and integrate into block plan.
4. Assist and execute repair and reconstruction activities.
5. Assist for enforcing the specified code or specification for the construction of houses and buildings, roads and other physical infrastructure.

6. Assist in the formulation of long term mitigation planning and its integration with the development plan of the block and the district.
7. Provide technical assistance to the GP for identifying preventive and protective measures required for countering disasters, planning for them and help in the execution of such projects.
8. Supervise and monitor all projects implemented by the GPs and block Panchayats relating to reconstruction and long term mitigation of disasters.

### **ZILLA PARISHADS**

1. Planning and Implementation of Rehabilitation of affected people, repair and reconstruction of damaged houses, physical infrastructure, etc and return to normal economic activities including farming etc.
2. Compensation for loss of lives, properties of individuals should also begin.
3. Mapping of hazard and vulnerability should be initiated; if it is not available detailed maps should be prepared for each block and district and should be placed in both district and blocks.
4. The repair and reconstruction activities should be integrated with a long term mitigation planning so that the quality of the reconstruction and repair is in consonance with the specifications provided for disaster resistant structures.
5. The long term mitigation plan should integrate normal development plan in such manner that protective and preventive measures against the disasters adhered in the implementation of all development projects under each and every sector.
6. Special funding should be made available for the construction of physical infrastructure to include disaster resistant technologies particularly in the construction of houses, roads, electric transmission lines, drinking water facilities, culverts, telecommunication, irrigation canals, tanks and reservoirs etc for the sections which are most vulnerable.
7. Supervise all construction and development activities.<sup>8</sup>

### **ROLE OF PANCHAYAT IN PLANNING AND CAPACITY BUILDING**

Community-based disaster preparedness (CBDP) approaches are increasingly important elements of vulnerability reduction and disaster management strategies. They are associated with a policy trend that values the knowledge and capacities of local people and builds on local resources, including social capital. CBDP may be instrumental not only in formulating local coping and adaptation strategies, but also in situating them within wider development planning.

Panchayats have a very important role to play in both preparedness and mitigation in mobilizing and organizing the people as well as facilitate their capacity building. Communities should be

motivated to make their own short term and long – term DM plans for Disaster Mitigation for which Panchayat bodies need to lead from the front in building their capacities through regular training in this field. A sustained effort in this direction will not only reduce the dependency of the people on the Govt. but also help mobilize sizeable resources locally to counter disasters and reduce the burden of the Govt. to a great extent. .

## **ROLE OF PANCHAYAT IN MANAGING INFORMATION**

Collection, analysis and dissemination are the three phases of managing information. This would not only help in predicting natural disasters, but also help communities plan their agricultural activities.

### **COLLECTION**

Authentic information plays a vital role at the time of need like the disasters.

Panchayats should make an attempt to collect information from all relevant sources. In addition, they should make an attempt to check its authenticity and validity before passing it on to the community. Some of the sources from which Panchayats could collect information may be Radio, Television, Govt. sources, District Disaster Mitigation Cell and from Newspapers and News Agencies.

### **ANALYSIS**

Panchayats can form a committee of responsible persons who have access to the sources mentioned above so that they can get the right information at right time In this respect, some of the senior citizens of the local communities should be made members of this committee, so that they can help in identifying certain local geographical indicators, which would enable people to predict future climatic conditions.

### **DISSEMINATION**

Panchayat functionaries can disseminate the information to the people in several ways. This can be done through notice boards, radio, TV, telephone, appropriate signals, word of mouth, and volunteers of DMT teams as well as through the local NGOs.

## **ISSUES IN ROLE OF PRIS IN DISASTER PREPAREDNESS AND MANAGEMENT**

The role of Panchayats is important in view of their proximity to the local community, universal coverage and enlisting people's participation on an institutionalised basis. It is possible to ensure accountability and transparency through the institution of Gram Sabha.

Hence there is an emphasis to involve Panchayats in Disaster Management and sensitize local communities through them to develop coping mechanism in preparedness and mitigation measures to minimise its destructive effect on life and property at local level. In the event of a disaster all people in its impact zone are affected but the poor and vulnerable (disabled, widow, orphans and children) people suffer the most, as their ability to absorb losses is low. The specific

benefits of community participation accrue from involving people in their own development, as can be seen from the following considerations:

- People can be sources of useful ideas, such as those from indigenous technical knowledge and skills;
- Also, the communities and people can participate in decision-making process with regard to implementation of development schemes, which are pertinent to disaster reduction measures. And thus, people's voices and choices can be more appropriately reflected in development programs and the commitment of the implementing functionaries like leaders, officials and NGOs can be reinforced further.<sup>10</sup>

## **PREPAREDNESS OF THE PRI MEMBERS**

As already discussed, a disaster brings in a very critical situation in the community. As the leaders of people the PRI members need to take responsibilities and act, for which they need to be prepared with the right kind of knowledge, skill and attitude. The basic three aspects, therefore, are:

First of all it is necessary to take note of some of their 'must-do' activities.

### **I. WHAT THE PRI MEMBERS NEED TO 'DO'**

#### **BEFORE A DISASTER**

- Getting to understand the vulnerability of the area and the people.
- Facilitation of Disaster Management Plans.
- Resource Mobilization.
- Building Capacity of self as well as Team members.
- Establishing linkages with other stakeholders Involving the DMC and DMTs
- Involvement of women in DM activities
- Inclusion of Disaster Management in the agenda of all meetings

#### **DURING A DISASTER**

- Involvement in 'response' activities
- Monitoring activities at all levels
- Management of Control Room

- Disbursement of compensation
- Maintaining coordination with related agencies

#### **AFTER A DISASTER**

- Rehabilitation activities
- Maintaining social structures and infrastructures
- Evaluation & Documentation
- Integrating development programs with mitigation of disasters

#### **II. WHAT THE PRI MEMBERS NEED TO ‘KNOW’**

In order to carry out the aforementioned tasks the members need to gain a good knowledge about the following aspects:

- Concept of DM
- Approaches to capacity building
- Their own roles and responsibilities in DM
- All DM norms/ acts / schemes
- DMP(Process / operations / follow ups)
- Preparedness / awareness
- Technological knowledge / skills
- Process of coordination
- Knowing the stake holders
- DM initiatives taken at all levels
- Convergence & linkages
- Leadership skills
- Methods and approaches to creating dedicated volunteers
- Code of conduct <sup>11</sup>

### III. WHAT 'ATTITUDE' THE PRI MEMBERS NEED TO DISPLAY

One's inner attitude towards a task or a person or towards one's own role counts a lot for the successful execution of a responsibility. This aspect is even more vital in a responsibility connected to the public domain like Disaster Management. Some of these attitudes could be enumerated as:

- Positive disposition towards preparedness activities
- Cognition of local coping mechanism
- Political neutrality
- No blame game and no passing the buck
- Need-based decision making on stakeholders
- Gender equity
- Social service above self
- Ownership of responsibilities
- Openness to learning
- Optimal utilization of resources
- Prioritization of activities
- Never-say-die attitude

### SOME MORE GUIDELINES

Panchayats must adhere to the following principles during relief, rehabilitation and reconstruction activities in order to protect the rights and dignity of each and every victim of a disaster. Relief, they should remember, must be treated as a right rather than as charity.

- Humanitarian imperatives come first.
- Aid should be given regardless of race, creed, nationality, caste and religion.
- Aid priorities must be calculated on the basis of need alone.
- Aid should not be used for a particular political or religious purpose.
- Respect must be shown towards culture and customs.

- Disaster response should build on local capacities.
- Beneficiaries should be involved in the management of relief programs.
- Relief must aim at reducing future vulnerability.
- Honesty, transparency and accountability must be emphasized.
- The dignity of victims must be respected Attention should be paid to the issue of gender equity.
- The needs of the children, disabled and stigmatized groups should be addressed on priority.
- All activities should be guided by the principle of inclusiveness.
- Coordination amongst various actors, who come forward to support the disaster affected population, should be maintained.<sup>12</sup>

## **FINANCIAL RESOURCES AND CALAMITY RELIEF FUNDING FOR DISASTERS**

In India, natural disasters of one type or the other continue to strike relentlessly and there is increase in the magnitude, complexity, frequency and economic impact. In the event of natural disasters, the State Governments are responsible for rescue, relief and rehabilitation operations. The Central Government's role is supportive in terms of physical and financial resources and complementary measures. Nevertheless, availability of adequate funds for meeting the expenditure on natural calamities is a very critical requirement.

## **RESOURCES FOR CALAMITIES**

The scheme of funding calamity relief is governed by the guidelines laid down by the successive Finance Commissions constituted under provision of the Constitution. The Second Finance Commission was the first to use the terms 'margin money scheme'. Under the scheme, the revenue needs of each States is assessed and allocated as margin money for meeting the expenditure on natural calamities. A specified sum ranging from Rs 10 to 100 lakh was kept in separate fund and the annual balance was to be invested in readily encashable securities.

The contribution of the Central Government in the calamity relief expenditure of the states included a share in margin money, advance plan assistance in the form of grants and loans, and Special Central assistance as grants and loans, etc. To obtain the Central assistance, the procedure was that each state was required to submit a detailed memorandum on damages to life and property after a particular disaster, and the fund requirement for rescue, relief and rehabilitation.

The Commission has suggested for augmenting the resources of the Central Government by recouping through levying a special surcharge on Central Taxes. The amount collected from such

surcharge/cess should be kept in a separate fund created in the public account of the Central Government and the Center's contribution would be Rs 500 crore as the initial core amount.

By and large, the recommendations of the EEC on Calamity Relief Expenditure been accepted by the government as per the Action Taken Report of the government.<sup>13</sup>

### **THIRTEENTH FINANCE COMMISSION**

The Thirteenth Finance Commission (FC) recommended that the existing National Calamity Contingency Fund (NCCF) be merged into the National Disaster Response Fund (NDRF) proposed under the DM Act 2005, with effect from 1 April 2010, and that the balances in the NCCF at the end of 2009-10 be transferred to the NDRF. As far as financing of the NDRF is concerned, as per the Act it should be credited with amounts that the Central Government may provide, after due appropriations made by the Parliament. It recommended that the Calamity Relief Fund or CRF be merged with the State Disaster Response Funds (SDRFs) of the respective states. The contribution to the SDRFs is to be shared between the centre and states in the ratio of 75:25 for general category states and 90:10 for

special category states. The Thirteenth FC emphasized that effective disaster response requires trained manpower to deal with complex situations where effective and speedy handling can reduce the impact of a disaster on human life and property. It is necessary to continuously undertake measures to build capacity amongst those handling response and creating awareness amongst people. It recommended an additional grant of Rs. 525 crore, on the basis of the overall size of the SDRF of a state. This amount may be used for taking up activities for building capacity in the administrative machinery for better handling of disaster response and for preparation of district and state level disaster management plans, as envisaged in the DM Act 2005. It also recommended an assistance of Rs. 250 crore to National Disaster Response Force to maintain an inventory of items required for immediate relief. It suggested that mitigation and reconstruction activities to be kept out of the schemes funded through FC grants and be met out of overall development plan funds of the Centre and the states.<sup>14</sup>

### **OTHER FINANCIAL RESOURCES FOR CALAMITY RELIEF**

In addition to the outflows from the CRF, substantial budgetary resources are invested annually by both the Central and the State Governments mainly on structural measures (engineering and non-engineering). The State Flood Control Departments and the Central Water Commission also provide funds for structural projects such as dams and reservoirs, dykes and embankment, drainage and river training. Considerable amounts are also spent on publicity on disaster awareness, communications, training and warning systems for floods, cyclones, tidal waves, etc. Data on such budgetary allocation for these purposes are not easily available

for estimates. Besides, after the occurrence of disaster events, remission of land revenues and interest components of agricultural loans are granted, along with the rescheduling of all such loans. These measures are not usually included in the expenditure statements of disaster relief funds.



However, the integration of Village Disaster Mitigation Plan with the long term development plan of the area can be made possible by tapping funds from following sources:

- Plan Funds from Sectoral Departments of the State Government
- Funds available under various centrally sponsored rural development Programs/schemes, such as Integrated Wasteland Development Program (IWDP), Sampoorna Gram Rojgar Yojna (SGRY), National Rural Employment Guarantee Act (NREGA), Prime Minister's Grameen Sadak Yojna (PMGSY) and Rural Water Supply and Sanitation Program etc.
- Local Resource Mobilisation.
- Funding from Central Budget for disaster management.<sup>15</sup>

## CONCLUSION

PRI's institution has been effective management for all phase of disaster management process at grass root level since act, 1992. While some challenges were prevalent their like financial problem, no proper plan & policy, training facilities etc. Their need a proper mechanism for manage of disaster like hazard calendar, village disaster management authority (VDMA), proper training, plan & policy at grass root level.

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