

CHAPTER - 1

INTRODUCTION

1.1) Background

The geographical location of Himachal Pradesh is such that it lies in Himalayan region between latitude 30° 22.40 N to 33° 12.20 N and longitude 75° 45.55 E to 79° 0.4.20 E. Himalaya being a nascent mountain range and due to the continuous ongoing movement of tectonic plates, the Himalaya is still rising making this region vulnerable to the earthquake. The whole area of Himachal Pradesh falls into two earthquake zones viz. Zone IV and Zone V as per the BIS Zoning map of the Himachal Pradesh. Consequently the Shimla District is also located in the Zone IV and V (about 99.62% area falls in Zone IV and 0.38% falls in Zone V) making the region liable to experience the earthquake of intensity MSK VIII or more. Consequently rendering the human lives and property situated in this district more vulnerable to the disaster. In addition to it, river Satluj, Giri, Pabar and their tributaries flow through this district and hence the population living on the banks of these rivers are susceptible to floods which can occur naturally or due to human activities. Now a days due to the increasing developmental activities like construction of roads, houses and other developmental infrastructural activities like hydropower projects, industrial hubs, big industrial institutions, the unscientific construction methods and ways used for the disposal of debris, the landslides are on the rise causing huge loss to human life and property. Further the Shimla District being enriched with the green cover, during summers the incidents of forest fire have increased manifold and hence irreparable loss is being caused to the natural resources of the state every year. Hence there is a need to prevent, mitigate the danger or threat of such disasters and to prepare the community by way of capacity building to respond in a better way to such disastrous situation if arises at any time. This aspect is further strengthened by the legislation enacted by the Govt. of India in the 56th year of the Republic of India viz “Disaster Management Act 2005”, which makes it mandatory under Chapter IV section 25 to constitute “District Disaster Management Authority” at the district level for the better management of disasters by way of preparation of District Disaster Management Plan as required under section 30(2) (1) of the Act.

Further section 2(e) of this Act defines Disaster management as “Continuous and integrated process of planning, organizing, coordinating and implementing measures which are necessary or expedient for –

- i) Prevention of danger or threat of any disaster
- ii) Mitigation, reduction of risk of any disaster or its severity or consequences
- iii) Capacity building
- iv) Preparedness to deal with any disaster
- v) Prompt response to any disaster situation or disaster
- vi) Assessing the severity or magnitude of effects of the disasters
- vii) Evacuation, rescue and relief
- viii) Rehabilitation and reconstruction

In addition to it section 2(d) defines Disaster as “A catastrophe, mishap, calamity or grave occurrence in any area arising from natural and manmade causes or by accident or negligence which results in the

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substantive loss of life or human sufferings or damage to or destruction of the property or damage to or destruction of environment and is of such a nature or magnitude as to be beyond the coping capacity of the community of the affected area.”

Also the word Capacity Building as defined in section of 2(b) of this Act mean the identification of the existing resources and the resources to be acquired or created ,organizing and training of personnel and coordination of such trainings for effective management of disasters.

Finally section 32 makes it mandatory on the part of every department may be of state Govt. or Govt. of India as well as local authority to prepare disaster management Plans ,setting out the programmes for prevention and mitigation measures as provided in the District Disaster Management Plans .

1.2) Necessity Of the Plan

As per the “Hazard Vulnerability Assessment of Himachal Pradesh” study done by the HP State Council For Environment, Science and Technology, the Shimla District has been assigned the overall hazard vulnerability as “High” as per the following table.

Table 1.1 Hazard vulnerability of District Shimla

| HAZARD | EARTH QUAKE | LAND SLIDE | FLOODS | AVALANCHE | INDUSTRIAL | CONSTRUCTION /DENSITY | OV ER AL L RA TI NG |
|---------------------------|------------------------|-----------------------|---------------|------------------|-------------------|----------------------------------|--|
| VULNER ABILITY | L | M | M | L | H | M | H |

SOURCE : PAGE 8 | HP STATE DISASTER MANAGEMENT POLICY | 2011 |

Historically, also the Himachal Pradesh (being in zone IV and V as per Earthquake zonation map) is experiencing earthquake tremors continuously . Due to climate change and human intervention on large scale with nature because of ongoing unscientific developmental activities , the flash floods, landslides , cloudbursts are on the rise .Being the fragile ecology of Himalayan region, these hazards are causing havoc on the human lives and property as well as environment.

Further the thrust of the H P Government to exploit its Hydro power potential has laid the road map for construction of many big , small and micro hydro power projects in District Shimla making it vulnerable to the industrial hazards also.

However the advent of new technology in predicting the forthcoming metrological events more accurately due to launch of sophisticated satellites and more sophisticated early warning system have made it easier for human beings to plan accordingly to cope up such disasters. This is further supported

by the advanced technologies being developed in India by BMTPC , Ministry Of Housing and Urban Development Govt. Of India to construct houses which are earthquake resilient .
 Therefore realizing the need by the Government Of India and H. P Govt. to build safer tomorrow mainly due to the advent of new technologies and the legislation enactment “The Disaster Management Act 2005” resulted in the framing of H. P. Disaster Management Policy 2011 which makes it mandatory on the part of District Disaster management Authority to adopt continuous and integrated process of planning, organizing, coordinating and implementing measures which are necessary and expedient for prevention, mitigation of disasters which are to be incorporated in the developmental plans of the different departments and preparedness to meet the disaster and relief , rescue and rehabilitation thereafter, so as to minimize the loss to be suffered by the communities and document so prepared be made so handy and accessible to the general public. Hence the need of the plan arises due to the empowerment of the human being done by the techno legal regime due to which it is possible to take preventive, mitigation, preparedness measures along with the capacity building of the stakeholders so that the disaster sufferings can be minimized making it necessary to plan accordingly which is the genesis of the Disaster management Plan.

1.3) Changing Context of Disaster Management

Prior to the enactment of the Disaster management Act 2005, disaster management was the activity just to respond to the needs of the affected people i.e. their rescue ,rehabilitation and relief only ,therefore considered to be comprised of following three components :-

- 1) Rescue



Figure 1.1 RELIEF CENTRIC DISASTER MANAGEMENT APPROACH

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2) Relief

3) Rehabilitation

There was no emphasis on the prevention ,mitigation , preparedness aspects of the disaster management possibly due to the fact that natural hazards like earthquakes meteorological events like heavy rains, snow, storms were not predictable due to the non advancement of science and technology. However the advancement of technology has empowered the human beings to predict the disaster at its advance or early stage and therefore giving an opportunity to the human beings to take sufficient measures to prevent and mitigate its effects . Further by virtue of this legislation the ambit of the Disaster management has increased manifold as defined in section 2(e) of the Disaster Management Act 2005, from relief and rehabilitation to continuous and integrated process of planning, organizing, coordinating, and implementing measures which are necessary and expedient for prevention of danger or threat of any disaster, mitigation or reduction of risk of any disaster, capacity building, preparedness to deal with any disaster, prompt response to any threatening disaster situation, assessing the severity or magnitude of the effects of disaster, evacuation ,rescue , relief and rehabilitation.

Therefore there is paradigm shift in the disaster management approach from relief centric post disaster approach to proactive disaster prevention, mitigation, preparedness and rehabilitation approach. Thus the components of disaster management comprises of prevention, mitigation, preparedness, capacity building , rescue and relief, rehabilitation ,recovery and reconstruction.



Figure 1.2 COMPONENTS OF PROACTIVE DISASTER MANAGEMENT APPROACH

1.4) Objectives Of The Plan

- 1) To identify the areas vulnerable to different types of the hazards in the district.
- 2) To adopt the proactive measures at distt. level by all the govt. departments may be of state or central govt. as well as local bodies in their departmental plans to prevent disaster and mitigate its effects .
- 3) To enhance the disaster resilience make up of the people in the district by way of capacity building
- 4) To encourage the community to adopt disaster resilient technology in their developmental activities to build up disaster resilient environment
- 5) To assign the different tasks and responsibilities to the different govt. departments may state or central govt. during the pre, disaster and post phases of the disaster.
- 6) To establish the standard pattern/mechanism to deal with any disastrous situation in consonance with the mechanism laid down in the STATE DISASTER MANAGEMENT PLAN.
- 7) To ensure the participation of all the stakeholders i.e. the community based organizations , GO,NGO etc to respond effectively to any disaster situation
- 8) To set up an emergency Operation Centre at the Distt. level to respond effectively to the search, rescue, response plans
- 9) To develop the standardized mechanism to respond the disaster situation so as to manage the disaster efficiently manner
- 10) To set up the early warning system so as to prepare the community psychologically to deal with the disaster and responsive communication system based upon fail-proof proven technology
- 11) To prepare the response plan based upon the guidelines issued in the State Disaster Management Plan so as to provide prompt relief rescue and search support in the disaster affected areas.
- 12) To adopt disaster resilient construction mechanism in the district by way of using Information ,Education and Communication for making the community aware for the need of disaster resilient future development.
- 13) To make the use of media in disaster management.
- 14) Rehabilitation plan of the affected people and reconstruction measures to be taken by different govt departments at district level and local authority.

1.5) HOW THESE ARE TO BE ACHIEVED

- 1) Vulnerability survey of the district to be conducted by the state govt or DDMA and use the study and research already carried out by different govt. departments and NGOs in this regard.
- 2) To assess the resources available in the district and steps/measures taken to acquire more as per the need assessment of the district meaning human resources, material and equipments, services etc.
- 3) To make all the departments to make their developmental plan in consonance of the DDMP.
- 4) To make the local bodies to adopt the bye laws for local planning and construction activities in consonance of the DDMP and State Disaster Management Policy 2011.

- 5) By setting up the standard Operating procedures for the different stakeholders while dealing with the disasters .
- 6) To have the bring storming sessions with the govt. departments and the NGOs working in the district in this field and after consultation develop the strategies for mitigations, prevention, standard operating procedures, emergency support functions etc.

1.6) REVIEW OF THE PLAN

The plan is to be reviewed annually in the month of December and all the information is required to be updates by the ADM (P) who is Nodal Officer Cum chief executive officer of DDMA Shimla .

1.7) DEFINITION OF DIFFERENT TERMS USED IN THE PLAN

All the technical words used in this plan are defined in the Disaster Management Act 2005 or as defined in the annexure A-11.