

## **CHAPTER -4**

### **INSTITUTIONAL MECHANISM**

The institutional mechanism for disaster management at the district level will be as follow :-

- 1) District Disaster Management Authority
- 2) District Disaster Management Advisory Committee
- 3) District Disaster Management Committee
- 4) Sub Divisional Disaster Management Committee
- 5) Village level Disaster Management Committee
- 6) Crisis Management Group/Incident Command System
- 7) Setting up of Emergency Operation Centre and its operation
- 8) Establishment of Site operation centre
- 9) Modalities and procedures
- 10) Linkages with the Sub Plans

#### **4.1) DISTRICT DISASTER MANAGEMENT AUTHORITY**

This authority has been constituted under section 25 (1) of the Disaster Management Act 2005 under the chairmanship of District collector i.e. Deputy Commissioner Shimla with the following officers as its members:-

- 1) Superintendent Of Police Shimla
- 2) Chief Medical Officer Shimla
- 3) Superintending Engineer (PWD) Shimla
- 4) Superintending Engineer (IPH) Shimla
- 5) Superintending Engineer (MPP &Power) Shimla
- 6) Chairperson Zila Parishad Shimla
- 7) Additional District Magistrate ( Protocol) Shimla as Chief Executive Officer of the Authority.

#### **4.1.1) POWERS AND FUNCTIONS OF DISTRICT AUTHORITY**

As per section 30 of the Disaster management Act 2005 ,this authority has been vested with the following powers and functions:-

- 1) It shall act as the planning, coordinating and implementing body in the district for disaster management and take all measures for disaster management in the district as per the guidelines in the National/state Disaster management plans
- 2) To prepare the District Disaster management Plan of the district and its periodic review and update.
- 3) To identify the areas vulnerable to the different hazards in the district and measures for its prevention ,mitigation thereof by the different departments and the local authorities at the district level.
- 4) Give direction to the different departments and the local authorities to take measures for prevention and mitigation of the disasters in the district.
- 5) Monitor the implementation of the disaster management plans prepared by the departments at the district level.

- 6) Lays down guidelines at the district level to be followed by the departments for integration of measures in their developmental plans for prevention and mitigation of the disasters.
- 7) Review the state of capabilities for responding to the disasters and give direction to the departments for their up gradation as may be necessary.
- 8) Organize and coordinate the specialized training programmes for different level officers ,employees and voluntary rescue workers in the district along with the community training programmes.
- 9) Set up maintain and review the mechanism for early warnings and dissemination of the information to the general public.
- 10) To ensure that departments prepare their response plans in accordance with the district response plan.
- 11) Examine the construction in any area in the district and if it is of the opinion that the standards for prevention, mitigation are not being complied with may direct the concerned authority to take such actions being necessary to secure such compliances.
- 12) Identify buildings and places which could in the event of disaster can be used as shelter/relief camps and make arrangements for sanitation and water supply in such places.
- 13) Ensure the communication systems are in order and disaster management drills are carried out periodically.

#### **4.2) DISTRICT DISASTER MANAGEMENT ADVISORY COMMITTEE**

As per section 28 of the District Disaster Management Act 2005, an advisory committee may be constituted by DDMA for efficient discharge of the functions.

#### **4.3) DISTRICT DISASTER MANAGEMENT COMMITTEE**

In order to implement the District Disaster management Plan in the district the following committee has been constituted under the chairmanship of Deputy Commissioner Shimla as below:-

- 1) Superintendent Of Police Shimla
- 2) Additional Deputy commissioner Shimla
- 3) Additional District magistrate ( L& O ) Shimla
- 4) Conservator Of Forest Shimla
- 5) General Manager ( Telecommunication ) Shimla
- 7) Chief Medical Officer Shimla
- 8) Superintending Engineer (PWD) Shimla
- 9) Superintending Engineer (IPH) Shimla
- 10) Superintending Engineer (MPP &Power) Shimla
- 11) Chirperson Of Zila Parishad Shimla
- 12) District Food and supplies controller Shimla
- 13) Commandant Home Guards Shimla
- 14) Commandant ITB P( Hqrs) Shimla
- 15) District/Divisional Fire Officer Shimla
- 16) Divisional manager HRTC Shimla
- 17) District public Relation Officer Shimla
- 18) District Town Planner Shimla
- 19) District Revenue Officer Shimla

- 20) Commissioner Municipal Corporation Shimla.
- 21) Deputy Director (Higher Education)
- 22) Deputy Director (Elementary Education)
- 23) Medical Superintendent IGMC Shimla
- 24) Medical Superintendent KNH
- 25) District Coordinator NYK
- 26) Additional District Magistrate (Protocol) Shimla ----- Member Secretary

**Non Official Members**

- 1) Mayor /Dy mayor MC Shimla
- 2) All Zila Parishad Members
- 3) All Councilors MC Shimla
- 4) All NGOs/CBO Shimla

Any other member can be included as desired by the chairman.

This committee will ensure that the functions assigned to the different departments are being implemented properly while dealing with the disastrous situation.

**4.4) SUB DIVISIONAL DISASTER MANAGEMENT COMMITTEE**

This committee shall be constituted at every sub division under the Chairmanship of Concerned SDO ( C ) and the following members :-

- 1) Dy SP
- 2) Tehsildar
- 3) Block Development Officer
- 4) Block Medical Officer
- 5) Executive Engineers PWD, IPH, Electricity
- 6) Divisional Forest Officer
- 7) Sub divisional fire officer
- All other Sub Divisional Officers

**Non Official Members**

- 1) Chairman /Vice chairman Panchayat Samiti
- 2) All members of Panchayat Samiti
- 3) All NGO/Volunteers /CBO in the sub division.

This Committee will prepare the Sub divisional disaster management Plans may be block wise if More than two one block is there and response plans in accordance with the District Disaster management plans and identify the hazards encountered by the people in past and send the data so collected to the District Disaster Management Authority for further updation in the disaster plan.

**4.5) VILLAGE DISASTER MANAGEMENT COMMITTEE**

This committee will function at the village levels and will be headed by the Pradhan Gram Panchyat with all the village/Panchyat level officers its members and the secretary Gram Panchayat as member Secretary. This will prepare the panchayat ward wise disaster management plans in accordance with the District Disaster Management Plan .

#### 4.6) CRISIS MANAGEMENT MECHANISM

For the management of any disaster in the District the mechanism Followed will be “INCIDENT COMMAND SYSTEM” Which was being followed in the early 1970 to manage rapid wildfires in the USA. Incident Command System is a standardized on scene incident management concept designed specifically to allow responders to adopt an integrated organizational structure equal to the complexity and demands of the single or multiple incidents without being hindered by any jurisdictional or multifunctional drawbacks. An ICS enables t he integrated planning, communication and having the manageable span of control ranging from 3- 7 people in one task force. An ICS divides the emergency response into five/six manageable function essential for emergency response operation viz, command , operation, planning, logistics, finance and administration and intelligence.

#### BASIC FUNCTIONAL STRUCTURE OF AN INCIDENT COMMAND SYSTEM

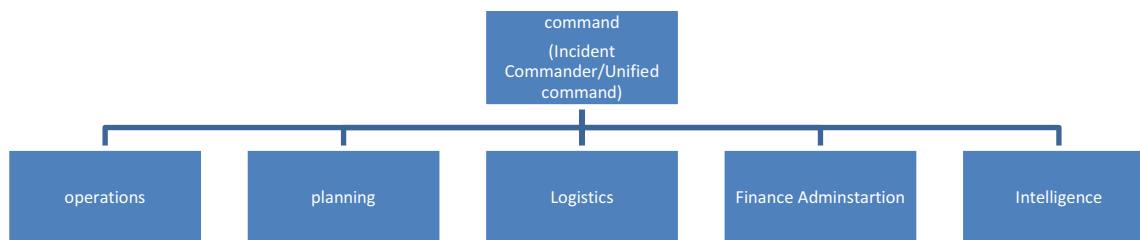


Figure 4.6 :FUNCTIONAL STRUCTURE OF ICS

Each functional area under command is called Section. The leaders of the individual sections are known as chiefs and collectively called as General Staff, reports directly to the IC/UC

#### 4.6.1)RESPONSIBILITIES IN EACH FUNCTIONAL AREA INCLUDE

- 1) **Command** :- Provide on scene management and control authority.
- 2) **Operation** :- Direct incident tactical operations.
- 3) **Planning** :- Prepare Incident Action Plan
- 4) **Logistics** :- Provides services and support to the incident
- 5) **Finance and Administration** :- Tracks incident costs and account for reimbursements.

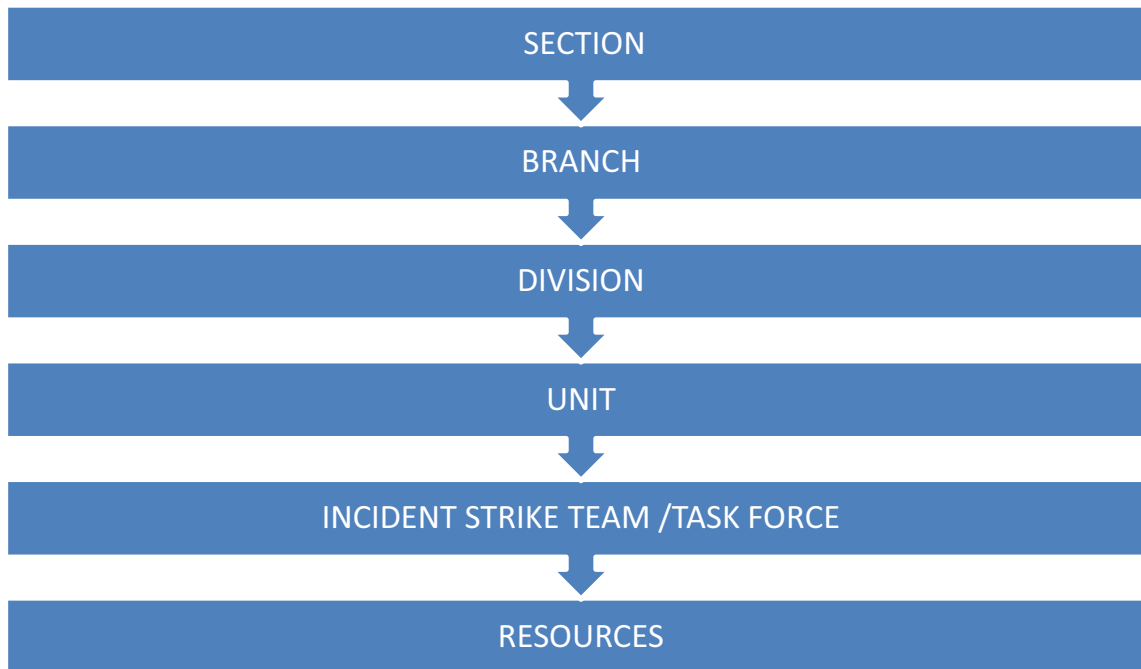
6) **Intelligence** :- Provide analysis and sharing of information and intelligence during the incident .

**4.6.2) FUNCTIONS OF COMMAND**

Command represents a function and not the person. The command function is carried out by an Incident Commander ( IC ) or Unified command (UC ) . For large scale incidents ,the IC or UC is supported by the COMMAND STAFF. The IC or UC performs the duties exclusive to command and if necessary establish command staff position to delegate specific management tasks that do not pertain to any individual sections . These position can include the Public Information officer, Safety officer and liaison officer . The Command staff is called Officer.

**4.6.3) ORGANISATIONAL STRUCTURE OF THE SECTIONS**

Sections are further divided into the Branch, Division/groups/ Units, strike Teams/Task Forces as mentioned below:-



**FIG 4.6.3 :ORGANISATIONAL STRUCTURE OF SECTION**

#### 4.6.4) THE CORRESPONDING LEADERSHIP TITLES ASSIGNED IN THE INCIDENT COMMAND SYSTEM ARE MENTIONED BELOW

Table 4.6.4: LEADERSHIP TITLES IN ICS

ORGANISATIONAL ELEMENT	LEADERSHIP TITLE
INCIDENT COMMAND	<b>INCIDENT COMMANDER</b> IN CASE OF SINGLE AGENCY INVOLVEMENT <b>UNIFIED COMMAND</b> IN CASE OF MULTIFUNCTIONAL OR MULTI JURISDICTION INCIDENT
COMMAND STAFF	OFFICER e .g. PUBLIC INFORMATION OFFICER, LIAISON OFFICER, SAFETY OFFICER
SECTION	CHIEF
BRANCH	DIRECTOR
DIVISION	SUPERVISOR
UNIT	LEADER
STRIKE TEAM/STRIKE FORCE	LEADER

#### 4.6.5) RESPONSIBILITY OF IC/UC

® ASSUMES AND ANNOUNCES COMMAND	MANAGE PLANNING MEETING AS REQUIRED
® POSSESS CLEAR AUTHORITY AND KNOWLEDGE OF AGENCY POLICY	APPROVE IMPLEMENT AND EVALUATE THE INCIDENT ACTION PLAN
® ENSURE INCIDENT SAFETY	® COORDINATE ACTIVITIES FOR ALL COMMAND AND GENERAL STAFF.
® ESTABLISH AN INCIDENT COMMAND POST	® APPROVE REQUEST FOR ADDITIONAL RESOURCES OR FOR THE RELEASE OF THE RESOURCES
® ESTABLISH IMMEDIATE PRIORITIES	® APPROVE THE USE OF VOLUNTEER AND AUXILIARY PERSONNEL
® INITIATE AND CONTROL THE COMMUNICATION PROCESS WITHIN THE ICS ORGANISATION	® AUTHORIZE THE RELEASE OF INFORMATION THROUGH PUBLIC INFORMATION OFFICER
® ANALYZE THE INTELLIGENCE INFORMATION	® ESTABLISH THE SIZE OF THE INCIDENT COMMAND SYSTEM ORGANISATION AS PER THE NEED OF THE INCIDENT
® COORDINATE MULTI JURISDICTION TRAFFIC MANGEMENT AND CONTROL OPERATION	® ORDER DEMOBILIZATION OF THE OPERATION WHEN NEEDED

#### 4.6.6) COMMAND METHODS

The duties and responsibilities of the command function can be performed either as single command or unified command . The selection of one method over other depends upon the legal or functional jurisdiction. Command function can be conducted under single command if the incident does no overlap the geographic jurisdiction or functional jurisdiction of one agency.

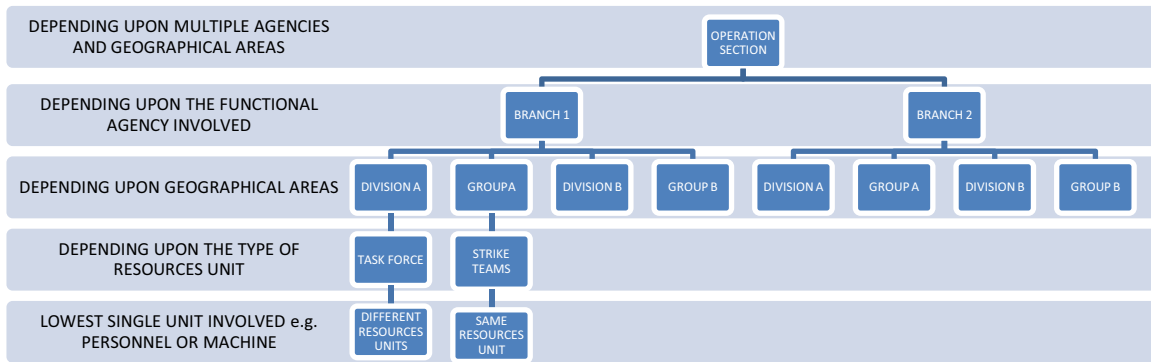
The Unified Command method is employed only when multiagency involvement to manage the incident is there or multi geographical jurisdiction are involved.

**4.6.7) OPERATION SECTION**

This section performs all the function which are required for the disaster /incident to manage properly. The key priorities of response are life safety, incident stability, property safety and restoration of normal way of life of the people in the area. The operation section 's organizational structure depends upon the complexity of the incident and span of control consideration and guides the IC/UC whether it will directly manage the Branch/division/unit/resource. The organizational structure of the operation section is described below:-

**Table 4.6.7 : RESPONSIBILITY OF OPERATION SECTION**

Ensure interagency coordination and collaboration	Supervise the execution of the Incident action plan
Assemble and disassemble the task forces and strike teams	Ensure safety of the operation section personnel
Maintain close contact with the subordinate position	Ensure that the operation section operates effectively and within span of control limits



**FIG 4.6.7 :USE OF GEOGRAPHICAL DIVISION AND FUNCTIONAL GROUPS**

**4.6.8) INCIDENT RESPONSE TEAMS**

Every department at district level will constitute the Incident response teams which will be properly trained and sensitized about their roles and responsibilities and the leader heading those teams.

#### 4.6.9) INCIDENT COMMAND POST

It will be established at the place where the incident took place so as to monitor and coordinate the operation work efficiently and effectively.

**4.7) EMERGENCY OPERATION CENTRE AND ITS OPERATION:-** The central coordination point between the departments involved in the management of disaster and the resources along with the other agencies is called the emergency operation centre. It is basically the offsite management, communication and coordination between different agencies involved in the incident management. In Distt Shimla the EOC will be set up at District and Sub divisional headquarters as well as one at the municipal corporation headquarter.

- 1) **District Emergency operation Centre:-** It will be established in the District Collectorate building and will be manned by the relief branch personnel under the administrative control of the ADM (P).
- 2) **Sub Divisional Emergency Operation Centres:-** In district Shimla at every Sub divisional head quarter one emergency operation centre will be established under the control of respective Sub Divisional Magistrate Viz Theog, Rampur, Rohroo, Dodrakwar, Chopal. However for subdivision Shimla ( U ) and Shimla ( R ) the district emergency Operation Centre will cater. An emergency Operation Centre is allocation where the Government Department and other agencies at the time of Disaster meet to formulate the Incident Action Plan along with the centralized coordination between the field incident commanders and the other agencies.

#### DISTRICT EMERGENCY OPERATION CENTRE

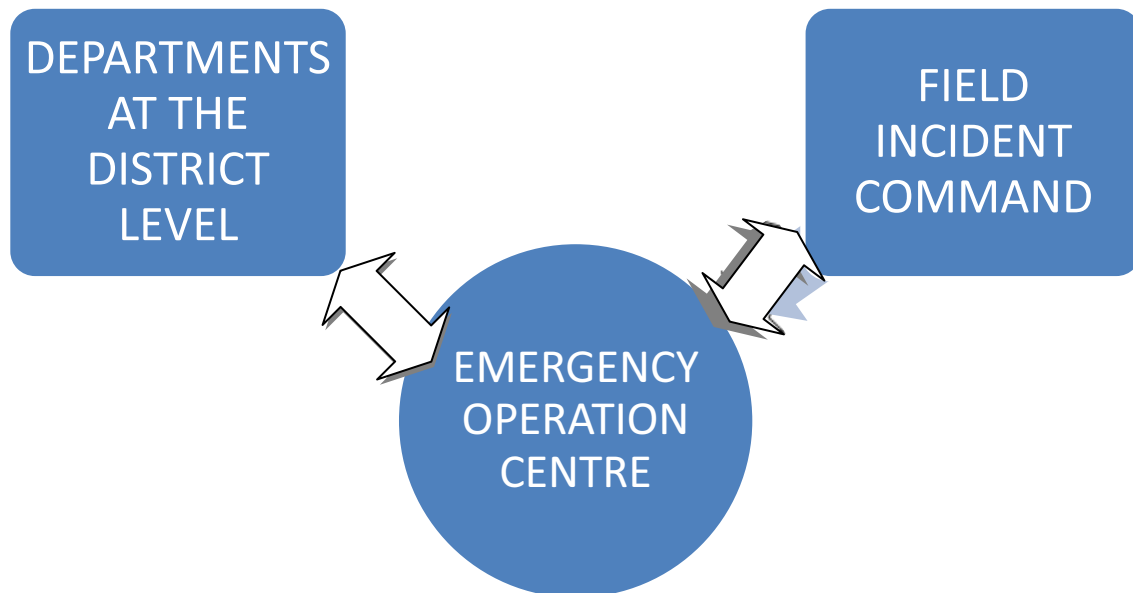


Figure 4.7 : DEOC COORDINATION



**4.7.1) FUNCTIONING OF THE EMERGENCY OPERATION CENTRE**

- 1) Additional District Magistrate(P) –cum-Chief Executive Officer DDMA will be the overall incharge of the EOC and will take the role of Incident Command in certain disasters and in disaster having the large magnitude of damage The Chairman of DDMA i.e. Deputy Commissioner shall be the incident Command and ADM ( P ) shall function as Additional Incident Command.
- 2) All the members of the DDMA and the nodal officers of all other departments at the district level shall be the members of the EOC.
- 3)The EOC will have the communication connectivity with all the subdivision, blocks and even the village level may be through HAM radios, Satellite telephones etc.
- 4) The EOC will have the communication equipments which can be mounted on the vehicle and the Incident place can be connected with EOC.
- 5) DEOC will have the connectivity with the other DEOC and SEOC.
- 6) DEOC will have the Disaster management plan of the different departments of the district and other agencies operating in the district along with the Subdivision and block level DM plans.
- 7) Resource inventories of all the departments at the district level along with their locations.
- 8) Demographic. Socioeconomic data of the district village wise.

**4.7.2) ORGANIZATION OF DISTRICT EMERGENCY OPERATION CENTRE**

The internal organization of the DEOC is modeled upon the job terminology used in the Incident Command System however with the response at the DEOC and the ICs will be different as the main function at the DEOC level will be to coordinate between different agencies involved in the disaster management and proper management of the disaster.

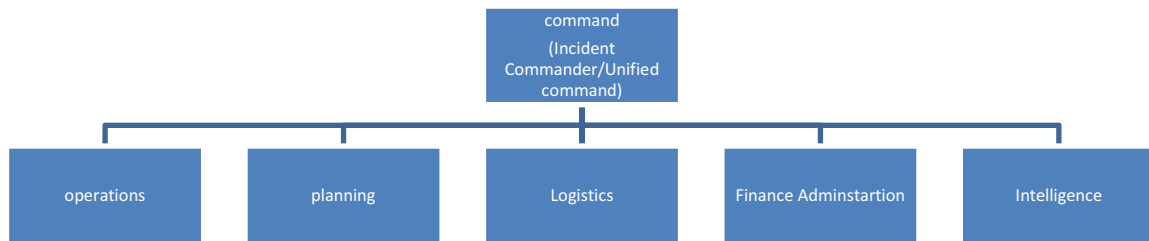


FIG 4.7.1 :ORGANISATION STRUCTURE OF THE DEOC

## INSTITUTIONAL MECHANISM

However there will difference in the functions of different sections as well as the command as compared with the functions of the Incident Command Post which is established on site for management of Disaster which are mentioned below:-

**Table 4.7.2 : RESPONSIBILITIES OF DIFFERENT SECTION OF IC**

<b>ICS FUNCTIONS</b>	<b>AT DEOC LEVEL</b>	<b>AT ICP LEVEL</b>
<b>COMMAND (INCIDENT COMMAND OR UNIFIED COMMAND)</b>	Is responsible for overall emergency policy and coordination through the different nodal departments as well as other agencies	Is responsible for directing ,ordering and controlling of resources by virtue of legal or delegated authority
<b>OPERATION</b>	Responsible for coordinating all jurisdictional operations required for managing the disaster through the authorized government departments and the agencies by getting implementing the departments action plans as well as enacting the Incident Action Plan.	Responsible for coordinating the tactical of all field operations in accordance with the Incident Action Plan and reporting the shortcomings to the DEOC
<b>PLANNING</b>	Responsible for coordinating the collection, evaluation of the information about the disaster and developing the departmental action plan with the help of other departments and agencies which is called as Incident Action Plan.	Responsible for the proper coordination of the resources and the evaluation of the incident Action Plan
<b>LOGISTICS</b>	Responsible for providing and coordinating with the different departments at the district level along with other agencies for mobilization of the resources, services personnel, equipment etc.	Responsible for providing the resources as per the requirement on the site and reporting the deficiency if any to the DEOC.
<b>FINANCE/ADMINISTRATION</b>	Responsible for coordinating all the financial and administrative aspects of the disaster management.	Responsible for managing the financial aspect of the Incident in a effective and efficient manner.
<b>INTELLIGENCE</b>	To evaluate the Incident Action plan on the basis of the information received from ICP and deviation approval if required.	To gather the information about the IAP implementation and any deficiency found to be reported to the DEOC

**4.7.3) STANDARD OPERATING PROCEDURE DURING DISASTER**

During disaster the emergency meeting will be held at DEOC and upon the information received from the Incident location the Incident Action Plan will be devised immediately and the Incident Response Teams will be rushed to the site as needed keeping in view the magnitude of the disaster.

**4.8) TRIGGER MECHANISM**

It is necessary that for suo -moto activation of the agencies involved in the disaster management the institutional trigger mechanism should be there so that every agency takes its assigned role at the time of such disaster. There will be three types of the Trigger mechanism set up depending upon the warning signals availability as mentioned below:-

**4.8.1) Warning Signal Availability** :- In such case the govt. of India / State Govt. has certain authorized agency monitoring such early warning signals before some disaster and communicating these to the respective state governments. After such warning/advisory received by the State govt. ,The SEOC will communicate it to the DEOC through the Chairman of DDM A who through the DEOC will communicate such warning to the departments at the district level and through respective SDM’s to the departments at the Sub division level down to the village level and the respective agencies whom such mitigation functions assigned will swing into action . the information flow in such cases will be as follow:-

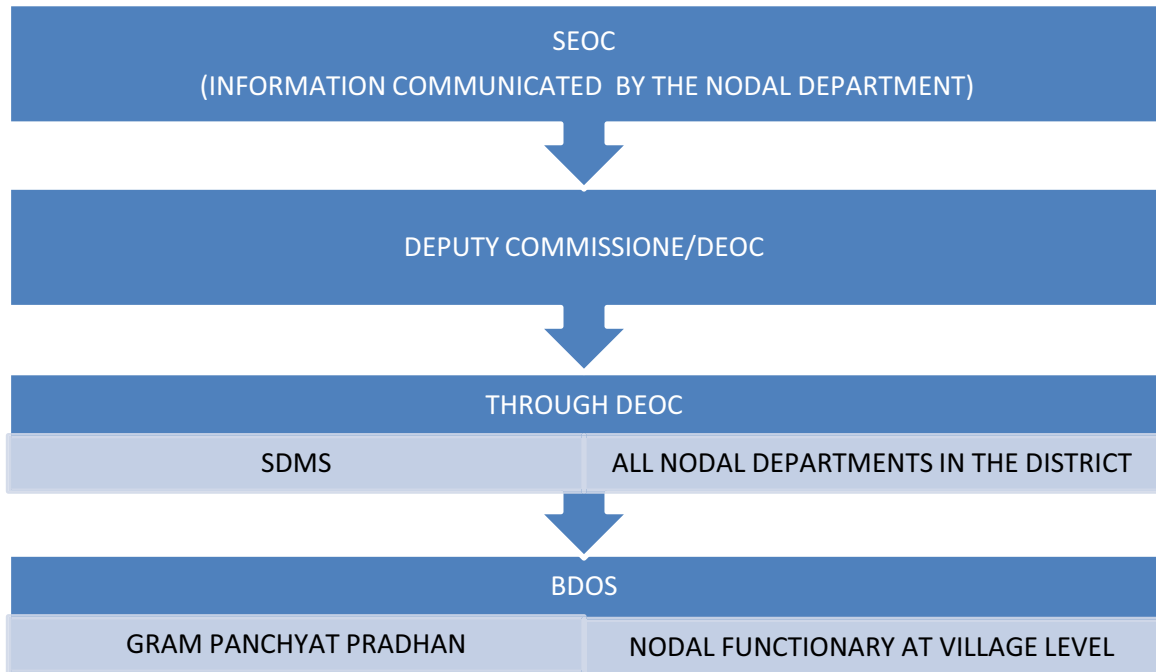


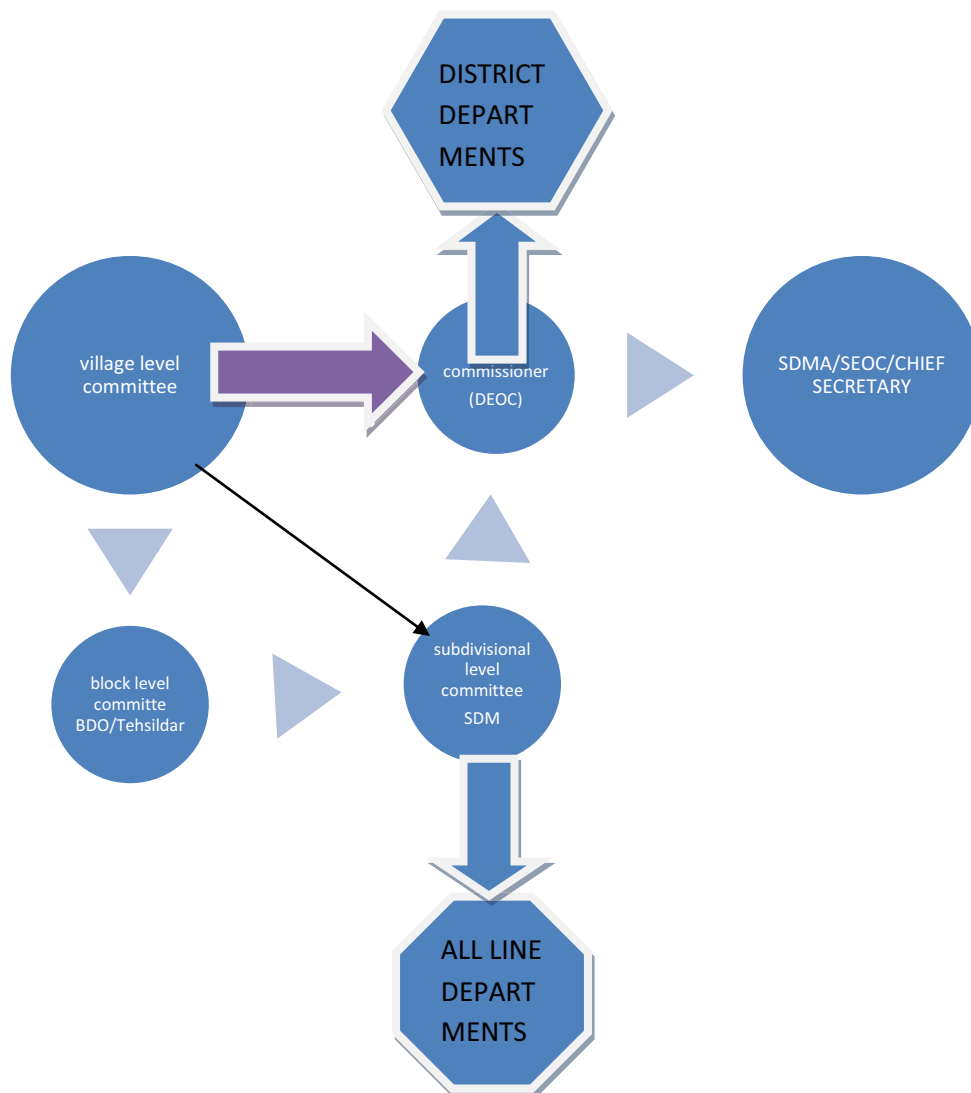
Figure 4.8.1 : INFORMATION FLOW

**4.8.2) WITHOUT EARLY WARNING SYSTEM**

When disaster occurs without any early warning in that case the information starts from the place of incident through government agency or otherwise and the institutional mechanism in such cases will be as follow:-

- 1) The concerned village will report to the Panchayat, block, police station/ SDM and the information will reach to the Deputy Commissioner.
- 2) DDMA will assess the information and declare the disaster to be of the level L0,L1,L2,L3.
- 3) DEOC will be activated and if required the SEOC will be kept at alert if assistance needed otherwise information of the Incident will be passed to SEOC.
- 4) DDMA will convene the meeting of DEOC and plan the management of the disaster as IAP.
- 5) The respective Incident response teams will be rushed to the site for effective management.

**The information in this case will flow in the following way:-**



**Figure 4.8.2 : INFORMATION FLOW**