



DISTRICT DISASTER MANAGEMENT PLAN - MADHUBANI

VOLUME - 2

DISTRICT RESPONSE PLAN



DISTRICT DISASTER MANAGEMENT AUTHORITY
Madhubani Bihar





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For more information, please contact:

District Magistrate cum Chairman
District Disaster Management Authority
Madhubani (Bihar)

Phone: +91-06276-222217

Fax: +91-06276-222209

E-mail: dm-madhubani.bih@nic.in

This plan is developed by the District Disaster Management Authority, Madhubani with active support from NDMA, BSDMA, Sphere India, Bihar-State Inter Agency Group, Madhubani District Inter Agency Group, EFICOR, Tearfund, and other key agencies in the year 2012.

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Member
National Disaster Management Authority
Government of India

FOREWORD

The formulation of various National guidelines is an important part of the mandate given to the National Disaster Management Authority (NDMA). The National Disaster Management Act, 2005 also mandates authorities at different level to develop a comprehensive disaster management plan at each level.

NDMA's guiding principles for the preparation of the Plan at state and district level has been to draft the Plan in a participatory approach with the preparatory process essentially strengthening the communities, elected local bodies and administration's response and preparedness. NDMA envisages an ideal Disaster Management Plan that ensures local ownership, addresses local needs, and promotes volunteerism and mutual help to prevent and minimize damage.

Therefore, I appreciate the efforts of Bihar State Disaster Management Authority and Madhubani District Disaster Management Authority in partnership with Sphere India, EFICOR and Tearfund for executing our envisioning and guiding principles and developing this model District Disaster Management Plan (DDMP) for Madhubani. I would also like to appreciate the guidance of members of National, State and District Advisory in this endeavor.

I am extremely pleased with the deep involvement, support and cooperation of various stakeholders from community, line departments and other important groups in the preparation of the DDMP Madhubani. I am hopeful that the Madhubani District Disaster Management Plan and its process guidelines would inspire other Districts to follow the multistakeholder participatory approach.

New Delhi
June 2012

T. Nanda Kumar
Member, NDMA



Vice Chairman
Bihar State Disaster Management Authority
Government of Bihar

PREFACE

National Disaster management Act, 2005 mandates for development of comprehensive and holistic District Disaster Management Plan (DDMP) to negate the impact of disasters on the communities, to facilitate timely and effective response to the disasters, and to facilitate holistic disaster management through integration of mitigation, preparedness and DRR measures into development.

India has different geographical characteristics and hazard scenarios in different regions which becomes more complex due to varied socio-economical settings. For each scenario, the Plan would be different to effectively deal with the complexities of the region. Therefore, Bihar State Disaster Management Authority always advocated that for different scenarios and contexts model DDMPs should be made which would serve as guidance for similarly vulnerable Districts.

BSDMA along with National Disaster Management Authority, Sphere India, Tear Fund, EFICOR and other like minded organizations came together to draft model DDMPs for varied hazard scenarios. As a first step, National Advisory Body was set to conceptualize our ideas and decide on Districts for piloting of model DDMPs.

The District of Madhubani was chosen for the first pilot to demonstrate a systematic, dynamic and practical DDMP due to its multi hazard profile of recurrence of floods, Drought, Earth Quake (Zone-V), Fire incidents, Heat waves, Cold waves and High Winds and the prevalence of socio-economic vulnerabilities. Once the district was finalized, a State level Advisory Body at Patna, Bihar and District Advisory Body at Madhubani, Bihar was set up to guide and take forward the process.

I am very pleased that the implementing partners Sphere India, EFICOR, Tearfund, Bihar Inter Agency Group and Inter Agency Group (IAG)-Madhubani have been very meticulous in their approach and have followed every step of the process guideline developed by the Advisory Bodies.

I am elated by this Madhubani District Disaster Management Plan as it has been developed in a consultative manner with constant inputs and feedbacks from all the stakeholders. This Plan has moved beyond the reactive relief based approach and has a concise plan of actions for 53 different stakeholders at District level for disaster risk reduction, emergency response and recovery. The Plan also lays out the coordination structures at varied levels along with defined level for response as per the impact of the incident.

I hope that this plan will be widely used by all the stakeholders in Madhubani encouraging us to make participatory multi-stakeholder plan for other districts of Bihar as well.

Patna

June 2012

Anil Sinha

Vice-Chairman, BSDMA

ACKNOWLEDGMENTS

At the outset, I must express my sincere thanks to all the Members of the National, State and District Advisory Bodies for their invaluable contribution and whole-hearted cooperation to guide the process of developing Model District Disaster Management Plan for Madhubani. But for conceptualization, active guidance as well as high standard of the technical inputs and feedbacks from them, it would have not been possible to bring out this much needed Plan for holistic management of disasters in Madhubani.

I would like to express my gratitude to Shri. T. Nanda Kumar, Honorable Member, NDMA for his guidance, critical review, inputs and motivating all those involved with the Plan. My gratitude and sincere thanks are also to Shri. Anil Sinha, Vice-Chairman, BSDMA for choosing Madhubani as the pilot for model DDMP and his constant guidance to the DDMA and the executing team.

I would like to appreciate the efforts of Sphere India, Tearfund, EFICOR, Inter agency Group Bihar and Inter Agency Group Madhubani for the execution of ideas and benchmarks set by the Advisory Bodies. I would like to place on record that I was extremely pleased by the sincerity of executing team for its effort to involve all the stakeholders and developing local capacities.

I would also like to thank the members of Inter Agency Group Madhubani for its enthusiasm in taking forward the development of Plan and establishing local coordination mechanisms. From District Disaster Management Authority, I would like to thank Mr. Ashok Kumar Gupta – ADM Revenue and In-Charge – Disaster Management, Mr. Raman Prasad Clerk Disaster Management and other staff of DDMA for all the effort and time that they have constantly extended for the development of this Plan.

Finally, I must place on record my gratitude and appreciation to all the individuals of various stakeholders group who have participated in various consultations and discussions and have given their inputs, comments and feedbacks as this Plan would not have been possible without your ideas and knowledge and experience sharing. I anticipate that this Plan developed through you would be widely implemented by you all.

I sincerely hope that the DDMP for Madhubani would be widely implemented and constantly revised by all the stakeholders collaboratively and contribute in achieving a disaster resilient Madhubani.

Madhubani

June 2013

Lokesh Kumar

District Magistrate cum Chairman-DDMA, Madhubani

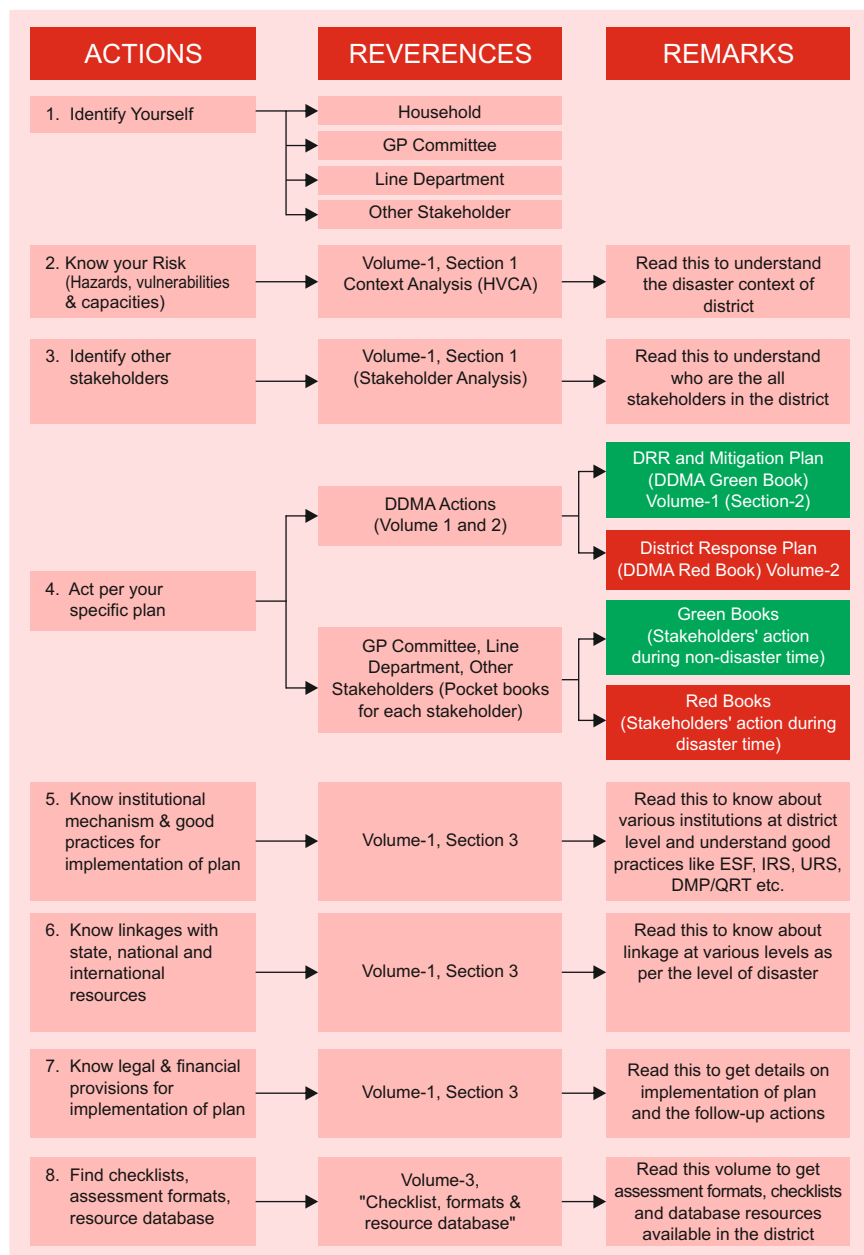
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Mock drill schedule : May month of every year (pre-monsoon)

HOW TO USE PLAN



Madhubani DDMP is divided into the following main volumes:

1. **Volume-1: DRR AND MITIGATION PLAN:** This volume (also referred as Green Book) enlists the specific actions to be taken during non-disaster time for DRR and mitigation measures. This includes mainstreaming of DRR into development; capacity building; Functional continuity actions; and Emergency Preparedness. This also enlists various structural and non-structural as well as hazard specific mitigation measures and strategies.

This volume also gives details of context of Madhubani which includes general situation; Hazard, Vulnerability & Capacity Analysis; Problem Analysis; Micro analysis of villages' vulnerability; DDMP development Strategy; and Stakeholders analysis. This particular section is specifically useful to you if you are new to the district and like to understand the general situation, history, and broader context of the district.

It also covers details of the various institutions at district level & their roles / responsibilities in disaster management. This also gives information on good practices like ESF, IRS, URS, DMT and QRT etc. for coordination and integration among different stakeholders. This volume also describes the linkages with other districts, divisions, state and national level as per the level of disaster and the emerging needs. Implementation of plan; the responsibility and accountability; financial provisions; and follow-up actions at different levels are also described in this volume.

2. **Volume-2: DISTRICT RESPONSE PLAN:** This volume (also referred as Red Book) enlists the specific actions to be performed at district level in case of any disaster situation. The key response actions are divided into various phases including Actions on Receipt of Early Warning; Response Activation; Relief and Response; Deactivation of Response; and Recovery Actions alongwith enlisting disaster specific contingency actions. This also covers setting up of Field EOC.
3. **Volume-3: CHECKLISTS, FORMATS AND RESOURCE DATABASE:** There is a separate compilation of useful checklists, assessment formats and database of resources available in the district alongwith the contact lists etc. This can be referred as and when required.
4. **Volume-4: SPECIFIC ACTION PLANS FOR DIFFERENT STAKEHOLDERS:** Apart from the above main volumes, there are specific action plans prepared for different stakeholders at various levels. There are specific action plans for 27 line departments, 13 Gram Panchayat level committees, and 13 other key non-govt. stakeholders at district level. These action plans are compiled in two separate booklets for each stakeholder groups. These booklets are, (1) Red Book – for response actions during emergencies, and (2) Green Book – for DRR and mitigation actions during non-emergency period.

ABBREVIATIONS

BRGF	:	Backward Regions Grant Fund
BSNL	:	Bharat Sanchar Nigam Limited
CBO	:	Community Based Organizations
CE	:	Chief Engineer
CEO	:	Chief Executive Officer
CMO	:	Chief Medical Officer
CMRF	:	Chief Minister Relief Fund
CSO	:	Civil Society Organization
DDMA	:	District Disaster Management Plan
DDMP	:	District Disaster Management Plan
DDRF	:	District Disaster Response Force
DM	:	District Magistrate
DMT	:	Disaster Management Team
DRR	:	Disaster Risk Reduction
EOC	:	Emergency Operation Center
ESF	:	Essential Service Functions
EWS	:	Early Warning System
FRT	:	First Response Team
GIS	:	Geographic Information System
GP	:	Gram Panchayat
GPS	:	Global Position System
HFA	:	Hyogo Framework for Action
HRVCA	:	Hazard Risk Vulnerability Capacity Analysis
HVCA	:	Hazard Vulnerability Capacity Analysis
IAF	:	Indian Armed Force
IAG	:	Inter-Agency Group
IAP	:	Immediate Action Plan
ICDS	:	Integrated Child Development Services
IMT	:	Incident Management Teams
IRS	:	Incident Response System
IRT	:	Incident Response Team
IYA	:	Indira Awas Yojna

LSG	:	Lower Selection Grade
MGNREGS	:	Mahatma Gandhi National Rural Employment Guarantee Scheme
MLA	:	Member of Legislative Assembly
MNREGA	:	Mahatma Gandhi National Rural and Education Guarantee Action
MP	:	Member of Parliament
MPLADS	:	Member of Parliament Local Area Development Schemes
NABARD	:	National Bank for Agriculture and Rural Development
NCC	:	National Cadet Corps
NDMA	:	National Disaster Management Plan
NDRF	:	National Disaster Response Force/Relief Fund
NGOs	:	Non- Government Organizations
NREGA	:	National Rural Employment Guarantee Act
NREGS	:	National Rural Employment Guarantee Scheme
NRHM	:	National Rural Health Mission
NSV	:	National Service Volunteer
NYK	:	Nehru Yuva Kendra
OEOC	:	Onsite Emergency Operational Center
PDS	:	Public Distribution Shop
PHC	:	Primary Health Center
PHED	:	Public Health Engineering Department
PMRF	:	Prime Minister Relief Fund
Q&A	:	Quality and Accountability
QRT	:	Quick Response Team
SDMA	:	State Disaster Management Plan
SDRF	:	State Disaster Response Force/Relief Fund
SHG	:	Self Help Group SME Small and Medium Enterprise
SOP	:	Standard Operating Procedure
SP	:	Superintendent of Police
SSA	:	Sarva Shiksha Abhiyan
UN	:	United Nations
URS	:	Unified Response Strategy
VKC	:	Village Knowledge Center
WASH	:	Water Sanitation and Hygiene

District Response Plan

District Disaster Management Authority – Madhubani

District Disaster Management Authority, Madhubani is an institution constituted as per the National Disaster Management Act, 2005 at the district level to ensure effective management and response to any disaster. The DDMA Madhubani has the following structure:

Sl. No.	ORGANIZATION & DESIGNATION	DESIGNATION IN DDMA
1.	District Magistrate	Chairman
2.	President – Zila Parisad	Secretary
3.	Police Superintendent	Member
4.	Chief Medical Officer (Civil Surgeon)	Member
5.	Deputy Development Commissioner	Member
6.	Additional District Magistrate (Incharge Disaster Management)	Member
7.	Executive Engineer (Flood Control Divesion NO. 1 Jhanjharpur)	Member

Section 1: District Response Plan

The response plan of Madhubani DDMA is divided into two major sections, one, the actions common for all disasters, and two, specific contingency situation actions. The actions common to all disasters are further divided into various phases as below:

- Actions common to all disasters
 - ▶ Actions on receipt of early warning
 - ▶ Actions for response activation
 - ▶ Actions for Relief and Response
 - Search and Rescue
 - Initial Assessment
 - Relief Distribution
 - ▶ Monitoring
 - ▶ Deactivation of Response
 - ▶ Recovery actions
- Specific contingency situation actions

1. Actions Common to All Disasters:

1.1. Actions on receipt of Early Warning

Objective: To monitor situation and disseminate EW information

Key Actions:

- » Collect regular updates (twice a day) from the EOC regarding type, magnitude, location etc. and other relevant indicators of the possible disaster situation. The frequency of information updates can be increased based on the severity of the hazard.
- » Validate the information from neighbouring districts and the state (in case of floods, rising water level etc.).
- » Activate information sources in cross-border districts (in Nepal) to get more real time information on rain, water level, release of water from barrage etc.
- » Convene a joint meeting of ESF team leaders, DDMC, EOC officials and DDMA to discuss updates and required preparations in case of a possible disaster.

- » Instruct the Incident Command Team and Desk officials to get ready as per their standard operating procedures and the directions of the Incident Commander.
- » Disseminate early warning or alert in the most prone areas through the DMTs and block level officials.
- » Disseminate hazard specific precautionary information and measures to be taken at various levels
- » Review hazard specific contingency action plans and activate the EOC, DMTs, QRT, FRT, ESFs etc. as per that.
- » In case of disasters like Earthquake where sufficient EW is not available, immediately get into activation actions and also refer to earthquake contingency actions
- » In case of slow onset disasters, like drought, monitor drought specific indicators as mentioned in drought specific contingency actions

1.2. Actions for Response Activation

Objective: To activate the Unified Emergency Response

Key Actions:

- » As soon as the information of any event is received, activate the EOC, DMTs, QRT, FRT, ESFs etc.
- » Ask all desk officers / team leaders and Incident Command Team members to immediately report to the EOC.
- » Collect initial information of the event from the EOC and DMTs
- » Pass the information to DDMC members and ESF team leaders for their specific actions
- » DDMA and EOC together analyze the information and take decision on the level of the disaster (viz. Village level, block level, sub-division level, district level etc.).
- » Activate the emergency response as per the level of the disaster.
 - In case of disaster upto block level, the BDO takes charge of the emergency response coordination along with the DMTs, QRTs, FRTs and ESFs.
 - The BDO shall stay in regular communication with the DDMA and EOC for information updates and response actions.
 - In case of disaster upto district level, a senior officer of ADM rank shall be given responsibility of emergency response coordination. He/she shall coordinate with the EOC, DMTs, QRT, FRT, ESFs etc.
- » Organize a coordination meeting with the ESF team leaders, District IAG, and the officials from the affected areas. IAG member representative from the affected areas should also be invited to share updates and ground level information. This meeting can be organized in the affected areas (such as Block office) if required and feasible.

- » Develop situation report of the affected areas and share with all stakeholders. This should also be updated on the DDMA website promptly to ensure its availability to other stakeholders. The situation report may also contain updates and information from the district IAG.
- » Give direction to the concerned departments at the district level or any other authorities within the local limits of the district to take measures to respond effectively to the disaster situation
- » Advise, assist and coordinate the activities of the ESFs, departments at the district level, statutory bodies and other governmental and non-governmental organizations in the district engaged in the disaster response
- » Encourage the involvement of non-governmental organizations and voluntary social-welfare institutions working at the grassroots level in the district for disaster management

1.3. Actions for Relief and Response

The actions for Emergency Relief and Response are divided into following sections:

- Search and Rescue
- Initial Assessment
- Relief distribution
- Monitoring

1.3.1. Search and Rescue:

Objectives:

- To save lives by immediate and effective search, rescue and evacuation actions in case of disasters.

Key Actions:

- » Activate the search and rescue teams in the affected areas with immediate effect.
- » The search and rescue efforts should focus on the most vulnerable people including old-aged, disabled, women, children, pregnant, sick, people living with HIV/AIDS.
- » Take a decision on requirement and priorities of evacuation and organize the resources to execute the same
- » If required, ask for external support from armed forces, other technical institutions for reach, rescue and evacuation operations.

1.3.2. Initial Assessment:

Objectives:

- To assess the needs of the affected people to plan immediate, short term and long term response actions.

- ▶ To assess the damages for compensation to the affected people and recovery/ reconstruction efforts of household, community and state infrastructure

Key Actions:

- ▶ Collate and analyse the available information on damage and needs.
- ▶ Ask IAG to share their assessment information with EOC.
- ▶ If required, plan for a multi sectoral damage and needs assessment of the affected areas. The assessment team may comprise of various ESFs and members from IAG to have a multi-agency, multi-sectoral assessment.
- ▶ Analyse the assessment information and prioritize the response needs.
- ▶ The assessment should follow a standard format & checklist focusing on the most urgent needs of most vulnerable people especially aged, disabled, children, pregnant and lactating mothers, sick, people living with HIV/AIDS, SC/ST and minority groups. (Sample assessment formats are enclosed for reference.)
- ▶ The assessment reports and other relevant information should be published on the DDMA website frequently.

1.3.3. Relief Distribution

Objectives:

- ▶ To ensure joint planning and response by various ESFs to minimize gaps and overlaps.
- ▶ To integrate responses of other stakeholders, apart from ESFs, in the emergency response to ensure effective and efficient response.

Key Actions:

- ▶ Analyse the information produced from the assessment into immediate, short term and long term needs.
- ▶ The efforts should consider that the SC/ST and minority groups are not excluded from the search & rescue efforts and other response actions.
- ▶ The EOC should develop maps on the affected areas, population, needs, geographical & sectoral response actions etc. and make them available on DDMA website for wider accessibility.
- ▶ The BDOs should be instructed to consult representatives of all vulnerable groups and social groups including SC/ST and minorities on the design and acceptability of the relief items and facilities being planned.
- ▶ Develop a time based comprehensive plan for the priority interventions in the affected areas.
- ▶ Plan resources (human resources, financial resources and logistic materials) required for the implementation of the response plan

- » The response maps should integrate efforts of other stakeholders (IAG members, corporate etc.) and the EOC should give directions to these agencies on where and what response is needed.
- » Ensure that ESFs focus on minimum standards in response to different needs and follow the relief codes for the same. Take daily update from the EOC on the same.
- » Develop comprehensive collaborative strategies and action plan for meeting minimum standards for identified needs. Divide clear roles and responsibilities among the ESFs and for strategic planning, resource allocation and implementation. Involve the IAG in the planning and implementation at all levels.
- » In the initial phase of the disaster, take daily stock of the implementation of the action plans by the ESFs, IAG and other stakeholders.
- » Make changes in the response plans wherever required as per the changing situation in the affected areas. This should be done in consultation with the EOC, ESFs, IAG, DMT and other key agencies. This should also involve the BDOs and local officials from the affected areas.
- » The ESFs, in consultation with the block level officials and the IAG, should analyse the damage information for compensation and recovery/reconstruction efforts. Based on this information, the DDMA shall take decisions on the recovery policy and compensation package for the affected population.
- » Analyze the plans for early recovery submitted by the ESFs and take decisions on the recovery policy.
- » Update the BSDMA and Dept. of Disaster Management at state level on the disaster situation & response actions.
- » Decide if any external help (out of district) is required for immediate priorities. If required, liaise with the state, national and international agencies for mobilization of additional resources.
- » The DDMA shall play the role of nodal agency for any external (out of district) agency coming for response in the district. The DDMA will analyze the response matrix to identify the areas of gap and suggest the outside agencies for those respective geographical and sectoral areas.

1.3.4. Monitoring

Objectives:

- ▶ To ensure that the response plan and actions are going in right direction, and that, most vulnerable groups receive attention and required support from the responding agencies
- ▶ To collate, document and analyze learning from the inter-agency response (Govt., IAG, other stakeholders) to the emergency and keep the learning for future references.

Key Actions:

- » Conduct periodic monitoring of the resources, activities and timeline of the response plan.
- » Assess and monitor the changing situation and coordinate response efforts as per the situation in consultation with affected people, stakeholder groups doing the response, block authorities, ESF, DMTs etc.
- » Conduct a multi agency assessment (or a learning exercise) to capture the learning from the response in the affected communities.
- » Publicize the reports, outcomes of the monitoring and evaluation exercises to all stakeholders and use the learning for improvement in the future incidents. Make the learning document published on the DDMA website.

1.4. Deactivation of Response

Objective:

- ▶ To deactivate emergency response and prepare to shift the focus towards recovery issues.

Key Actions:

- » Assess if all the immediate life saving measures are in place and there are no further risks of life in the affected areas due to the disaster. If adequate measures are in place, take steps to deactivate the emergency response.
- » Ensure that the emergency facilities have been completely owned and being maintained by community and adequate monitoring mechanisms are in place.
- » Initiate actions for the early recovery actions as per the needs are identified.

1.5. Recovery Actions

Objective:

- ▶ To ensure affected people recover from the disaster impact and move from emergency facilities to their original habitat conditions or reconstructed shelter and settlement.

Key Actions:

- » Ensure that damage assessments are analysed by the ESFs during response stage itself to start planning for early recovery actions.
- » Draft the recovery policy as per the recommendations from the sectoral damage assessment done by the ESFs.
- » Ensure that the compensations and relief entitlements must reach all the affected people irrespective of any discrimination based on caste, creed, gender, or social/political/ religious affiliations.

- » Ensure that proper visibility & awareness materials are put in place to make the community aware of their entitlements and compensations. This may be done at panchayat bhawan, block offices, district offices etc.
- » Consult technical experts on developing disaster resilient and user friendly designs for reconstruction of damaged infrastructure and buildings etc. including all services.
- » Issue advisory for the agencies, NGOs who are working on recovery and rehab phase to follow disaster resilient designs and ensure build back better practices.
- » Establish a coordinated, efficient supply chain management (SCM) using local capacity where feasible. Involve local transporters, vendors, markets etc. in the process.
- » Take steps to revive / restore the local livelihood options of the affected community during the recovery and rehab phase.
- » Share the learning from the response and recovery actions to the development planning agencies at district, state and national level so that this could be incorporated in future planning.
- » Mainstream DRR into new development programs and refer to DRR actions

2. Specific Contingency Situation Actions:

2.1. Contingency actions for floods:

FLOOD HISTORY IN MADHUBANI:

The district has almost 18 rivers and its tributaries. The areas under river basin and low lying areas are prone to recurrent floods and had been witnessing floods almost every year. The floods of year 1987 and 2002 were very severe and caused major damage & loss. (For details of flood history in Madhibani, please refer Context Analysis in DDMP Volume-1 Table 3.1 – List of flood history in Madhubani)

ASSUMPTIONS FOR WORST CASE SCENARIO:

In worst case scenario assumption, it is possible that all the rivers in the district are flooded and heavy rains continue. This may result in approx. 80% of the area flooded in the district causing huge damage to property, agriculture and livestock and human lives.

SPECIFIC ACTIONS:

Key actions and responsibilities during flood emergency response

Sl. No.	Key Actions	Responsibilities
TIME FRAME : PRE FLOOD ACTIONS (PREPARATORY)		
1.	Convening a meeting of the DDMA official, ESFs, EOC and other concerned institutions to take stock of department wise preparations.	DDMA Chair
2.	Take stock of functioning of the EOC and Control Rooms;	DDMA Chair
3.	Closure of past breaches in river and canal embankments and guarding of weak points;	
4.	Rain-recording and submission of rainfall reports.	Water resource dept.
5.	Communication of gauge-readings and preparation of maps and charts;	Water resource dept.
6.	Assigning charge of flood Circles;	DDMA Chair
7.	Dissemination of weather reports and flood bulletins issued by the meteorological Centres, Central Water Commission, Flood Forecasting Organisation;	EOC
8.	Deployment of boats at strategic points (most sensitive embankments);	DDMA
9.	Arrangement and use of power / motor boats;	DDMA
10.	Installation of temporary Police Wireless Stations and temporary telephones in flood-prone areas;	Police dept., BSNL
11.	Arrangement for keeping telephone and telegraph lines in order;	BSNL
12.	Storage of food in interior, vulnerable strategic and key areas and arrangements for their safety	Food Supplies dept.
13.	Arrangements of dry food stuff, essential medicines and other necessities of life;	Food Supplies dept., Revenue Dept.
14.	Alternative drinking water supply arrangements;	PHED
15.	Arrangements for keeping the drainage system desilted and properly maintained.	Water resource dept.
16.	Appropriate measures for Health, Veterinary services etc.	Health & Animal & fishery dept.
17.	Identification / Selection of flood shelters;	Revenue, DDMA
18.	Advance arrangements for army assistance if required;	DDMA
19.	Training of department employees in flood relief work;	DDMA

Sl. No.	Key Actions	Responsibilities
TIME FRAME : POST FLOOD ACTIONS (RESPONSE)		
20.	Report the occurrence of flood to DDMA, Heads of all line departments, ESF Nodal agencies, DDMC	EOC
21.	Establish communication links by activating alternate communication equipments i.e. satellite phone, HF/ VHF set, HAM radio, VSAT etc.	EOC
22.	Deploy mobile emergency communication units to affected areas for establishing communication link	EOC
23.	Verify the authenticity of the flood event from agencies like IMD, ISR, block level officers, police and fire department etc.	EOC
24.	Organize first meeting of duty officers	DDMA Chair
25.	Organising and despatch the search rescue teams to the affected areas.	DDMA Chair
26.	Ask for SDRF/NDRF/ Army assistance as per requirement.	DDMA Chair
27.	Relief measures by non-official and voluntary organisations may be enlisted as far as possible.	DDMA & EOC
28.	Organise relief camps and flood shelters	Revenue dept.
29.	Provision of safe drinking water to the affected communities	PHED dept.
30.	Organising controlled kitchens to supply foods initially at least for 3 days.	Revenue & Food supplies
31.	Provision of sanitation and hygiene facilities	Health Dept., PHED, NGOs and Community Groups
32.	Provision of health assistance and medical services	Health dept.
33.	Making necessary arrangements for air dropping of food packets in the marooned villages through helicopters.	DDMA Chair
34.	Establish alternate communication links to have effective communication with marooned areas.	BSNL
35.	Organising cattle camps, if necessary, and provide veterinary care, fodder and cattle feed to the affected animals.	Animal and fisheries dept.
36.	Grant of emergency relief to all the affected people.	
37.	Submission of daily reports and disseminate correct information through mass media and DDMA website to avoid rumors.	Revenue dept
38.	Rehabilitation of homeless people	EOC
39.	Commencement of agricultural activities-desiltation, resowing.	Revenue dept
40.	Repairs and reconstructions of infrastructural facilities such as roads, embankments, Resettlement of flood prone areas.	Agriculture dept
41.	Maintain constant communication with the onsite EOCs	EOC
42.	Initiate relief distribution and recovery actions (refer "Actions Common to All Disasters")	Revenue dept

2.2. Contingency actions for earthquake:

EARTH QUAKE HISTORY IN MADHUBANI:

The whole district comes under EQ zone V and is prone to high intensity EQ. In past, the district has faced a severe EQ in year 1934. Later, in year 1988 (August) and 2004 (January), the district felt severe tremours of earthquake.

ASSUMPTIONS FOR WORST CASE SCENARIO:

In the worst case assumption, it is possible that the district faces a high intensity earthquake (more than 6.0 Richter scale) and approx. 50% houses are collapsed/damaged. In this situation, a population of at least 60-70% of the district gets affected directly or indirectly.

SPECIFICACTIONS:

Key actions and responsibilities during earthquake emergency response (First 72 hours)

Sl. No.	Key Actions	Responsibilities
TIME FRAME : ADVANCE PREPARATORY ACTIONS		
1.	Training of Personnel on EQ safety, precautions, prevention measures etc.	DDMA
2.	Establishment of alternative means of mobile communications.	BSNL
3.	Mobilisation plan of Fire Services including auxiliary firemen.	Fire Service dept.
4.	Plans of rescue of casualties trapped under-debris.	Fire Service, civil defence
5.	Provision of hospital, medical and nursing staff.	Health dept
6.	Medical plans for improvised first aid posts and emergency hospitals.	Health dept
7.	Plan for removal of debris.	Fire service
8.	Plan for emergency sanitation, alternative supplies of water	Water supply dept
9.	Provision of welfare facilities e.g. of homeless, establishment of Games, information and guidance on essential matters, evacuation people, alternative of including food, clothing and shelter.	Social welfare dept. Revenue dept Food supplies dept.
10.	Plan and arrangements for disposal of the dead and their identifications	Police dept., civil defence
11.	Mobilisation of transport.	Transport dept
12.	Requisitioning of vehicles and issue of petrol, oil, lubricant, spare parts and repair facilities.	Transport dept
13.	Plan for protection of properties including objects of art and things of cultural importance.	Building dept
14.	Special measure for the protection/repair/restoration or essential service communications, industrial and vital plants.	DDMA
15.	Publicity, information dissemination, awareness on EQ safety.	DDMA

Sl. No.	Key Actions	Responsibilities
TIME FRAME : 0 + 15 MINUTES		
16.	Report the occurrence of earthquake to DDMA, Heads of all line departments, ESF Nodal agencies, DDMC	Officer-in-charge of EOC
TIME FRAME : 0 + 30 MINUTES		
17.	Establish communication links by activating alternate communication equipments i.e. satellite phone, HF/ VHF set, HAM radio, VSAT etc.	Officer-in-charge of EOC
18.	Deploy mobile emergency communication units to affected areas for establishing communication link	BSNL
19.	Activate the DMTs, QRT, FRT, ESFs etc.	DDMA Chair
20.	Ask all desk officers / team leaders and Incident Command Team members to immediately report to the EOC.	Officer-in-charge of EOC
21.	Verify the authentic of the incident from agencies like IMD, ISR, block level officers, police and fire department etc.	Officer-in-charge of EOC
22.	DDMA and EOC together analyze the information and take decision on the level of the disaster (viz. Village level, block level, sub-division level, district level etc.).	DDMA Chair
23.	Organize first coordination meeting with the ESF team leaders, District IAG, and the officials from the affected areas. IAG member representative from the affected areas should also be invited to share updates and ground level information. This meeting can be organized in the affected areas (such as Block office) if required and feasible.	Officer-in-charge of EOC
TIME FRAME : 0 + 1 HOUR		
24.	Establish onsite Emergency Operation Center	EOC
25.	Activate the emergency response as per the level of the disaster. - In case of disaster upto block level, the BDO takes charge of the emergency response coordination along with the DMTs, QRTs, FRTs and ESFs. - The BDO shall stay in regular communication with the DDMA and EOC for information updates and response actions. - In case of disaster upto district level, a senior officer of ADM rank shall be given responsibility of emergency response coordination. He/she shall coordinate with the EOC, DMTs, QRT, FRT, ESFs etc.	DDMA Chair
26.	Activate the search and rescue teams in the affected areas with immediate effect.	EOC
27.	If required, ask for external support from armed forces, other technical institutions for reach, rescue and evacuation operations.	DDMA
28.	Collate and analyse the available initial information on damage and needs.	EOC
29.	Ask District-IAG to share their assessment information with EOC.	EOC

Sl. No.	Key Actions	Responsibilities
TIME FRAME : 0 + 3 HOUR		
30.	Senior ADM level officer to be deputed to the affected areas	DDMA
31.	Assess the condition of roads, rail route for quick mobilization of emergency teams and resources to the affected areas and take follow up actions	Transport dept., EOC
32.	Establish media management / information cell for public information, guidance to volunteers and aid agencies and for rumour control	EOC, Information and Public relation dept
33.	Contact District IAG, public and private sector agencies etc. to assist in emergency rescue and relief operations	DDMA
34.	If required, seek assistance from neighbouring districts and state level.	DDMA
35.	Provide security in affected areas and maintain law and order situation	Police dept
36.	Mobilize medical response teams with orthopaedic experts, first aid, cuts, wounds etc. to the affected areas.	Health dept
37.	Mobilize SAR teams and equipments etc. to the affected areas.	EOC, DDMA
38.	Maintain constant communication with onsite EOC	EOC
39.	Alert all major hospitals to make necessary arrangements for treatment of injured	DDMA, EOC
TIME FRAME : 0 + 12 HOUR		
40.	Open access routes and manage traffic for mobilization of equipment, machinery and volunteers to the affected areas	Transport dept
41.	Establish information centers at arrival and departure points viz. Railways station, bus stops etc.	DDMA
42.	Mobilize relief materials i.e. tents, food materials, water, essential medicines, blankets etc. to the affected areas.	Revenue dept
43.	Arrange to shift evacuated persons to temporary shelters and ensure provision of food, water & sanitation facilities, blankets, storage of relief materials etc.	Revenue dept
44.	Set up field hospitals near the affected areas.	Health dept
45.	Arrange to shift injured people to field hospitals.	Health dept
TIME FRAME : 0 + 24 HOUR		
46.	Develop situation report of the affected areas and share with all stakeholders. This should also be updated on the DDMA website promptly to ensure its availability to other stakeholders.	EOC
47.	Prepare press note twice a day with details of situation and response being made.	EOC

Sl. No.	Key Actions	Responsibilities
TIME FRAME : 0 + 24 HOUR		
48.	Depute additional officers and supporting staff to affected areas from non affected areas	DDMA
49.	Restore essential services i.e. power, water supply, telecommunication facilities of the EOC, HQ, AIR, Doordarshan, offices of key line departments, SP, Hospitals etc. on priority basis.	PHED, BSNL, Energy dept.
TIME FRAME : 0 + 48 HOUR		
50.	Plan for a multi sectoral damage and needs assessment of the affected areas. The assessment team may comprise of various ESFs and members from IAG to have a multi-agency, multi-sectoral assessment.	EOC
51.	Publish the assessment reports and other relevant information on the DDMA website.	EOC
52.	Arrange for identification, photograph, post mortem, and record maintenance for disposal of dead bodies (Refer NDMA guideline on disposal of dead)	Police dept., Health dept.
53.	Set-up an information center near the relief shelters for community, relatives, NGOs etc.	EOC, Information and Public relation dept
54.	Arrange system to receive reports and complaints regarding missing people and other such losses and damages, and initiate search in hospitals, shelters and police records	EOC
TIME FRAME : 0 + 72 HOUR		
55.	Arrange for disposal of unidentified and unclaimed dead bodies	Police dept., Health dept.
56.	Arrange for transportation of injured people from local hospitals to district hospitals or to other specialized hospitals (if required)	Transport, Health dept
57.	Initiate relief distribution and recovery actions (refer "Actions Common to All Disasters")	Revenue dept

2.3. Contingency actions for Drought:

DROUGHT HISTORY IN MADHUBANI:

The areas having no river systems in the district often face drought and problems of water scarcity. The district has faced a prolonged drought in 1966-68 which affected the populations badly.

ASSUMPTIONS FOR WORST CASE SCENARIO:

The worst case scenario for drought in the district may be considered as if there is no rainfall during monsoon season and the rivers are dried up. In this condition, the water sources

in the district will be dried and agriculture system will be badly affected. The migration rate will become high and the women, children and old-aged, alongwith the cattle will be the most suffered.

SPECIFIC ACTIONS:

Contingency planning for agriculture:

- Crop life saving measures.
- The alternative cropping strategy.
- Compensatory Cropping Programme.
- Supply of Inputs.
- Provision for irrigation.
- Supply of Power.

Drinking Water:

- A detailed contingency plan for supply of drinking water in rural areas to be formulated with technical help from the Central Ground Water Board (CGWB) and utilising if need be, the rigs and other capital equipment from the CGWB.
- Make adequate plans to supply drinking water in urban areas through bores, tanker special trains and other suitable measures.
- Monitor continuously rural and urban drinking water availability in drought affected areas.

Water Resources:

- Prepare a water budget for each irrigation reservoir covering drinking water, kharif and rabi requirements and evaporation losses, after working out a trade-off between kharif and rabi benefits from the available water.
- Undertake repairs of tube wells to make all tube wells operational and install additional tube wells taking care at the same time to prevent over-exploitation of and damage to ground water regime.
- Regulate supply to water-intensive industries, if necessary.
- Minimise evaporation losses in tanks and small reservoirs by using chemical treatments subject to Health clearance.

Employment Generation:

- Adequate scarcity relief works to be taken up to generate the required employment.
- The funds available under employment generation scheme like J.R.Y., and scarcity relief etc. should be dovetailed and integrated.
- Projects should be kept ready to be taken up for employment generation during drought.
- Drought proofing schemes to be identified and to be given higher priority.

Public Health:

- Disinfect drinking water sources to prevent the spread of water-borne diseases.
- Draw up plans to cope with likely epidemics.
- Constant surveillance of public health measures including immunisation to be undertaken.

Women, Children, Old Aged People:

- The nutritional requirements of all the children, expectant mothers and nursing mothers should be taken care of.
- All old aged people should be given attention for their nutritional requirements.

Fodder:

- Assess fodder requirement in the district and locate areas where shortages are likely to occur and arrange for supplies from outside.
- Monitoring the prices of fodder in selected places/markets.
- Arrange to procure fodder from surplus districts/ States.
- State Forest Departments to arrange for the cutting and bailing of grasses in the forests, wherever possible to meet the demand from fodder deficit districts.
- Fodder cultivation to be encouraged wherever feasible.
- Ensure supply of molasses to cattle feed plants.
- Obtain from NDDDB and other sources premixed feed and urea-molasses-bricks to the extent necessary.

2.4. Contingency Actions for Fire:**FIRE HISTORY IN MADHUBANI:**

Fire incidents are more frequent in the rural settlements and generally occur during summer season. Most of the fire incidents have been identified to occur from the Chulha during cooking of the meals. It is often observed during the summer season.

ASSUMPTIONS FOR WORST CASE SCENARIO:

In the worst case situation, fire incidents may happen in 4-5 locations in the same time putting the fire service stations on pressure. This may aggravate in the summer season and specifically during drought like situations.

SPECIFIC ACTIONS:**Fire awareness and education:**

- Fire awareness and educational programmes should be developed and targeted to specific audiences and communities.

- Fire awareness and educational materials should be developed. They should be gender sensitive and should be in Hindi or more appropriately in symbolic, pictorial form.
- Awareness programs may also consider oral presentation where printed material or local language barriers limit effective communication.
- Age-appropriate information and educational materials should be developed cooperatively by technical experts and educational specialists and provided to all levels, introducing ecological and fire management concepts into local schools.
- Primary and secondary schools, higher schools, colleges, non-governmental organizations and other institutions should be encouraged to develop locally and ecologically appropriate fire management programmes for teachers and other educators, based on local conditions and beliefs.
- Data should be collected on a monthly and annual basis on frequency, specific causes and locations of human-caused fires, reasons for starting the fires, and area burned in order to establish an effective prevention programme.

Fire Preparedness:

- Safety considerations, both for fire-fighters and the public, should be a key component of any preparedness plan.
- A comprehensive fire prevention plan should be developed
- Prior to the start of the fire season, plans should be developed that provide for the management, resource-allocation, prioritization and other actions required during multiple incidents.

Fire Response:

- The fire service stations should be immediately activated to get into action in case of fire.
- The local police station should be asked to reach the location and keep the crowd controlled so that additional damage, loss could be prevented.
- The local population should be encouraged to avoid cooking using country choolha and leaves as fuel etc.
- In case of chemical fire, the search and rescue team should have the instruments to extinguish chemical fire.

2.5. Crowd Management:

BACKGROUND:

Huge crowd is always a source of accidents. There is a need for effective planning mechanisms in order to deal with such events. Crowd control is important to prevent any type of disorder or prevention of possible riots.

District Madhubani has many places where huge crowd gathers during Dusshera, Durga Puja, Chhath and other such festivals. Few of these places include:

1. **Uchaitha in Benipatti Block:** Large crowd gathers during Durga Puja Mela
2. **Kapileswarsthan** (9 kilometres from district headquarter): This village is noted for its Shiva Temple, also known as Kapileswarsthan. Numerous devotees congregate at the temple every Monday and particularly in the month of Shravan. A large fair is also held on the occasion of Maha Shiva Ratri.
3. **Saurath** (road side village on Madhubani-Jaynagar road): This village contains a temple known as Somnath Mahadev. It owes its importance to the annual Sabha held by Maithili Brahmins for negotiating marriages. Many Panjikars who keep the genealogical records of the different families reside here and outside.
4. **Bhawanipur** (large village situated 5kms from the block headquarter of Pandaul): The village is noted for its temple of Ugaranath and attracts a lot of crowd during various festivals.

During such events of huge gathering, it is required for the police and local administration to access and anticipate the approximate number of people visiting and make proper arrangements. The police, administration and organizers are needed to work out on all the details about the event, number of people, the space available, proper entry and exit arrangements, emergency exit, volunteers for guiding the crowd, fire extinguishers and also keep medical aid at hand. There should also be arrangements for food, water and shed etc.

There are chances of mishaps due to lack in proper arrangements and loop holes in the management. The administration should see that if the organizers have failed to comply with the set standards and safety measures, they should cancel the event.

Below are few guidelines for the management of crowd in puja pandals and fares where huge gathering is anticipated.

» **Location and structure of pandals and Mela places:**

- In case the road is less than 15 ft in width, a minimum passage of 4 ft needs to be left unoccupied. In case the road is 15 ft to 30 ft wide, a minimum of 6 ft space has to be left open. In case the road is over 30 ft wide, a minimum passage of 10 ft has to be ensured.
- There must be 4 ft clear open space on all sides from the property line of any building, boundary wall or any other permanent structure.
- The height of the superstructure can be no more than 40 ft.
- Separate entrance and exit gates to be built in such a manner that in case of a fire or other exigencies, immediate measures can be taken.
- The gates shall measure at least 12 ft by 14 ft. The entry passage to the pandal should be wide enough to allow access to a fire brigade without any obstruction.

- Pandals should not be constructed within 100 meters of a hospital or nursing home.
- Pandals should withstand wind velocity.
- Proper lighting must be ensured.
- There should be enough emergency exits. These should be free of obstruction.
- There must be a public address system.
- CCTVs must be installed at vantage points (entry, exit, inside circulation) for security reasons.
- Alternative sources of energy / generator must be available.
- Standby emergency light should be arranged.
- Display of banner / hoardings are not to be allowed within 50 meters of the important roads and intersections that may divert the attention of drivers or disrupt traffic.
- Enough police / home guards and other security forces must be deployed at the event.
- Each puja pandal / organizers of such fares and events must have a disaster management plan for the event.

» Fire Safety:

- No open flame can be lit within 200 yards of the main pandal and no cooking arrangements would be allowed within that radius.
- Adequate quantity of water, sand filled buckets and fire extinguishers are required to be maintained.
- Only specific materials for construction of puja pandals should be used.
- Licensed electrical contractors should be engaged for lighting.
- Old or naked wires should not be used. Wires should not touch the cloth portion of the pandal.
- Organizers must obtain NOC (or safety certification) from Fire Brigade and Police.
- No synthetic material /ropes should be used.
- No structure should be erected underneath live electrical lines.
- No combustible straw, sheaving, flammable, explosive chemicals to be stored inside the pandals

» Necessary arrangements for visitors:

- 75 percent of the space in the pandal area must be kept free for crowd circulation.
- Pandals must have proper ventilation.
- Proper drinking water arrangements must be made in the pandal area.
- Toilets (separate for ladies and gents) must be arranged.
- Organizers should engage sufficient number of volunteers. They should be trained in crowd circulation.
- Clear signage should be placed at each important point showing entrance, exit gates, emergency exits, location of fire extinguishers / water hydrants, first aid kit (or medical response unit) etc.
- Map / design of the pandal / puja place must be displayed at the entrance for the visitors.
- A health unit with doctors and necessary medicines must be deployed at the event for any emergency.
- There must be an information desk to give necessary information to the visitors and others.

» Loudspeakers and Sound:

- Cut off for sound pollution: 65 decibels. For crackers: 90 decibels, 5 meters from the point of origin.
- Timing for loudspeakers (with sound box): 7 AM to 11 AM and 6 PM to 10 PM. Use sound limiter.

» Guidelines for immersion:

- During immersion, the height of the images placed on the trailer should not be more than 17 ft.
- No firecrackers to be burst during the immersion processions.
- Limited number of vehicles is to be allowed during immersion processions.
- Only few persons from each puja committee/ pandal organizers should go to the river due to paucity of space.

Section 2: Setting up Field Emergency Operations Centre (EOC) or Coordination mechanism:

District MB shall have an exclusively constructed Emergency Operation Centre (EOC) along with revenue control room at District Head Quarter. This shall be a 12 hours (7 am to 7 pm) fully functional and 12 hours (7pm to 7 am) functional through a duty officer and support staff set up with sufficient manpower & equipments. Considering the unique responsibility of the district Emergency Operation Centre, the equipments provided to it are not taken to any purpose other than disaster management. This centre is intended to coordinate all disaster related activities in the district starting from preparedness to rehabilitation and reconstruction.

There is permanent sitting place for each Essential Support Functions (ESFs) in the EOC conference hall during emergency situation. Only the Nodal ESFs are to sit in the EOC and coordinate the disaster management activities in the district with their support agencies. There shall be dedicated telephone lines and other communication facilities for the EOC.

Role of Emergency Operation Centre during Disaster:

On the basis of the message received from the forecasting agencies, warning has to be issued for the general public and the departments, which play a vital role during emergencies. Issuing correct and timely warning would be one of the prime responsibilities of EOC. For effective dissemination of warning, the EOC should have a well-planned line of communication. The DM shall be the competent authority to disseminate a disaster warning. The warning on occurrence of a disaster will also be communicated to:

- All Essential Support Functions (ESFs)
- Members of DDMC
- Hospitals in the disaster area
- Office of District Magistrate
- State Relief Commissioner
- Emergency Operation Centre in the neighbouring districts
- National/State Emergency Operation Centre
- People's representatives from the district

Apart from this, the District Emergency Operation Centre must arrange desks for the Essential Support Function in its complex for better coordination and help. Simultaneously the onsite EOCs are to be set up with the help of the district EOC. Constant communication between the State EOC, District EOC and Onsite EOC is mandatory for updates on the disaster, which happened.

Role of Emergency Operation Centre in Normal Time:

The District Magistrate is empowered to appoint an Administrative Officer as Officer-in-charge of EOC. He/she will be responsible for the effective functioning of the EOC. Responsibilities of the EOC-in-charge in normal time include:

- Ensure that all equipments in the EOC are in working condition.
- Collection of data on routine basis from line departments for disaster management.
- Develop status reports of preparedness and mitigation activities in the district.
- Ensure appropriate implementation of District Disaster Management Plan.
- Maintenance of data bank with regular updating and activates the trigger mechanism on receipt of disaster warning/occurrence of disaster.

Onsite Emergency Operation Centres:

Onsite Emergency Operation Centres (OEOC) are complimentary units to District Emergency Operation Centre in the district (EOC), which will operate close to the disaster sites and will be linked directly with the District Emergency Operations Centre. The concerned SDM/BDO will be the Commander-in-chief at this level and would be responsible for coordinating its functions as per the direction of the Incident Commander with the help of the Incident Management Teams (IMT), with him/her. The OEOCs are physically activated only in time of a disaster. The concerned SDM/BDO of the OEOC unit would be responsible to execute activities at disaster site; however the tasks would be controlled and coordinated from EOC through nodal desk officers.

Annexes:

- Common Rapid Assessment format
- Common detailed damage assessment format

** These assessment formats are available in the vol-3 "Checklists, formats and resource database"

Notes

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District Magistrate
Chairman, District Disaster Management Authority (DDMA)
Madhubani, Bihar, Pin code : 847211

Tel. : 06276-222576 | Fax : 06276-222209 | Email ID : dm-madhubani@bih.nic.in