



सत्यमेव जयते

NATIONAL DISASTER MANAGEMENT PLAN

A COMPREHENSIVE STEP TOWARDS REDUCING DISASTER RISK



REFORMS THAT TRANSFORMED



NATIONAL DISASTER MANAGEMENT AUTHORITY
MINISTRY OF HOME AFFAIRS, GOVERNMENT OF INDIA



A COMPREHENSIVE STEP TOWARDS REDUCING DISASTER RISK

Introduction

Sustainable disaster risk reduction is not possible unless the legal framework of the National Disaster Management Act is backed by a national plan for disaster management containing effective strategies spelling out the roles and responsibilities of all the stakeholders. NDMA, under the directives of the Hon'ble Prime Minister and Chairman, has prepared a comprehensive and progressive National Disaster Management Plan, which has enabled better planning and risk reduction at all levels.

A pressing need for a national disaster management plan

It was only in 2016, more than ten years after enactment of the Disaster Management Act 2005, that the country got its national plan for disaster management.

India—a country vulnerable to disasters: India is one of the most disaster-prone countries in the world. Due to its geo-climatic and socio-economic conditions, the country is prone to all kinds of disasters, such as floods, earthquakes, tsunamis, landslides, cyclones, droughts, thunderstorms and lightning strikes, glacial lake outburst flood (GLOFs), heat waves, biological and public health emergencies, fires (including forest fires), etc. Hence, a national plan for disaster management is of prime importance for disaster risk reduction in India. Section 11 of the Disaster Management (DM) Act 2005 mandates a national plan for disaster management for the whole country. While NDMA had earlier issued hazard-specific guidelines, there wasn't a national plan which tied them together.

It was only in 2016, more than ten years after enactment of the Disaster Management Act 2005, that the country got its own national plan for disaster management.



The comprehensiveness of this plan is noteworthy. It covers all phases of disaster management- prevention, mitigation, response & recovery. To prepare communities to cope with disasters, the plan emphasises on a greater need for information, education & communication activities. A regional approach has been adopted in the NDMP, which helps in disaster management & in development planning.



- Shri Narendra Modi, Prime Minister
Release of NDMP (1 Jun 2016)



States/ministries/departments had no common reference plan:

Though some states had prepared their own disaster management plans, the activities at the Central and State levels could not be synchronised in the absence of a national plan. Section 37 of the DM Act 2005 mandates Central ministries and departments to prepare their own DM plans based on a national plan, but the absence of such a plan made this difficult for them. And, there being no national plan in place, NDMA had no moral authority to ask the ministries, departments or states to prepare their DM plans.

As a large country on the world stage, it was vital for India to have a DM plan: At the global level, India, which houses more than one-sixth of humanity, was seen as a nation without a plan at the national level for disaster risk reduction.

Bringing affected people/stakeholders into the fold—issues and challenges: The absence of a national plan to guide disaster management planning at all levels was affecting the people of the country and impeding work for the stakeholders involved in disaster management. It created the following issues/challenges:

(i) Vulnerable sections of the population, particularly, elderly persons, women, children, economically weaker sections and persons with disabilities are more affected than others in any disaster. Focusing on vulnerable groups in the absence of an inclusive national plan was a challenge.



Our National Disaster Management Plan was launched in 2016. All 28 States, 9 Union Territory and 90% of all districts have completed their disaster management plans. The National Plan has taken into consideration not only the Sendai Framework for Disaster Risk Reduction but also the Sustainable Development Goals and the Agreement on Climate Change.



- **Shri Amit Shah**, Union Home Minister
SCOJtEx, New Delhi (4 Nov 2019)



(ii) Managing a disaster calls for multi-stakeholder involvement, including participation of the government and non-government sectors. But without a national plan, there could neither be any clarity on the roles and responsibilities of the stakeholders nor any coordinated effort for disaster management on their part.

(iii) Stakeholders, like Central ministries/departments, states, NGOs, academic and research institutions, business corporations, media, etc., had no information as to their roles and responsibilities in the implementation of risk reduction activities in any given time frame.

(iv) While the DM Act and Policy did talk about a paradigm shift—from an emphasis on post-disaster relief to one on pre-disaster risk reduction—implementing this was not possible. This was due to the Central ministries being unable to set priorities and align them with a national plan.

(v) Despite India's commitment to implement the Hyogo Framework for Action (HFA, an international framework for disaster risk reduction for the period 2005–2015), we could not monitor its implementation.

(vi) The lack of an integrated approach to disaster risk reduction (DRR) at the district, state and national levels meant that the impact of loss of lives, damage to assets and suffering among the people continued for many years following a disaster.

Measures taken by the current government

Framing of vision

The vision of the current government is to make India disaster resilient across all sectors and achieve substantial and inclusive disaster risk reduction by building local capacities, starting with the poor, to significantly decrease the loss of lives, livelihoods and assets in different forms—including economic, physical, social, cultural, and environmental—while enhancing India's ability to cope with disasters at all levels.

Adoption of holistic approach, post-2014

After the new government took over in 2014, a holistic approach was taken towards disaster management. As the country did not have a national plan for disaster management, the government focused on preparing one on a priority basis. The first National Disaster Management Plan (NDMP) was prepared within a short span of six months and was released in June 2016 under the directions of the Hon'ble Prime Minister and Chairman of NDMA, Shri Narendra Modi. The NDMP provides a framework covering all aspects of the disaster management cycle, including disaster risk reduction, mitigation, preparedness, response, recovery and rehabilitation.



“ On behalf of the UN Office for Disaster Risk Reduction, I would like to extend congratulations to the Indian government for setting such a fine example to the rest of the world when it comes to political commitment to reducing disaster losses and managing disaster risk. ”

- Robert Glasser,

Special Representative of the UN Secretary-General for Disaster Risk Reduction, lauding India's landmark disaster management plan (1 Jun 2016)

India became the first country to prepare a national plan aligned with the Sendai Framework.



India is a signatory to the Sendai Framework for Disaster Risk Reduction (SFDRR, an International Framework adopted at the 3rd UN World Conference on Disaster Risk Reduction in Sendai, Japan, on 18 March, 2015 by 187 countries).

This framework outlines 7 targets and 4 priorities for action to prevent new disasters and reduce existing disaster risks in order to reduce loss of lives and assets. Our NDMP also aims at achieving these targets by 2030, in keeping with the timeline set for the Sendai Framework.

Comprehensive revision and updation of the Plan

India did not sit complacent after it framed the NDMP. The National Disaster Management Plan was revised in 2019 by inviting feedback and holding extensive consultations with the states and other stakeholders. A consultative workshop to review the NDMP was also held. Prior to the workshop, comments and inputs were sought from

the states and from the ministries and departments of the Government of India. The revised draft of NDMP 2019 was shared with all ministries/departments of Gol and all states/union territories for their comments and inputs. It was also uploaded on the website of the NDMA for a month with a view to seeking comments from all stakeholders, including the community. Based on the inputs received from these multi-stakeholder consultations, the NDMP was revised and the updated version released in November, 2019.

Subsequent to the signing of the SFDRR, two other agreements—the SDGs (The United Nations Sustainable Development Goals, which aim to achieve decent lives for all on a healthy planet by 2030) and the Paris Agreement (COP 21, also known as the 2015 Paris Climate Conference, a legally binding and universal agreement on climate, whose aim is to keep global warming below 2°C, preferably to 1.5°C compared to pre-industrial levels)—were signed. Since these three frameworks aimed to achieve sustainable development, reduce disaster risks and climate change impacts, they were included in NDMP 2019.



Figure 2 - Workshop on NDMP, 12-13 Apr 2017



“ In June 2016, India was the first country to announce a new National Disaster Management Plan fully based on the four priorities of the Sendai Framework and it was recently among the first Asian countries to establish a disaster loss database.”

- Mami Mizutori,

Special Representative of the Secretary-General for Disaster Risk Reduction and Head of UNDRR (29 May 2018)

The National Disaster Management Plan-Highlights

- It is a holistic plan, covering all aspects of disaster risk reduction and management.
- The Plan addresses mitigation, risk reduction, preparedness and response aspects for 17 disasters:



The NDMP has identified specific action points for achieving the 10-Point Agenda on Disaster Risk Reduction enunciated by the Hon'ble Prime Minister of India during the Asian Ministerial Conference on Disaster Risk Reduction (AMCDRR) 2016.

- c. The NDMP deals with the issue of biological and public health emergencies in detail, which helped the country to better manage the COVID-19 pandemic.
- d. The Plan clearly outlines a six-pronged approach for DRR -
- Understanding risk;
 - Inter-agency coordination;
 - Investing in DRR;
 - Structural measures;
 - Non-structural measures; and
 - Capacity development and Climate change risk management.



The NDMP is a detailed document with clear roles and responsibilities of each department/ministry and State governments. It covers all aspects of disaster management. Gujarat has accordingly prepared a document, Gujarat State Disaster Management Plan, in consonance with the NDMP.”

- Anil Mukim, IAS,
Chief Secretary, Government of Gujarat

- e. Climate change aggravates the impact of disasters by increasing the frequency and intensity of disasters. This phenomenon has long-term impacts and needs to be addressed immediately. The NDMP has laid special emphasis on climate change risk management by including it as one of the thematic areas for disaster risk reduction.
- f. The Plan has introduced coherence and mutual reinforcement of the post-2015 global frameworks—SFDRR, SDGs and COP21.
- g. The NDMP has identified specific action points for achieving the 10-Point Agenda on Disaster Risk Reduction enunciated by the Hon'ble Prime Minister of India during the Asian Ministerial Conference on Disaster Risk Reduction (AMCDRR) 2016.
- h. The plan has a special chapter titled 'Social Inclusion', addressing the concerns of vulnerable groups, including the economically weaker and socially marginalized sections, women, children, scheduled castes, scheduled tribes, the elderly, and persons with disabilities, all of whom tend to be particularly badly affected during disasters.



The National Disaster Management Plan (NDMP) not only provides a linkage to the targets and priorities of the Sendai Framework but it also connects states with the national level initiatives and programmes on DRR. This document is very helpful in formulating state plans, policies and programmes in tune with the national goals.”

- **P N Rai**, Member,
Bihar State Disaster Management Authority (BSDMA)

- i. The Plan provides for mainstreaming disaster risk reduction. This means integration of DRR issues into developmental schemes and projects by all stakeholders—an approach in which both development aspects and DRR are incorporated concurrently in a seamless manner into all aspects of development, including policy, planning and implementation.
- j. Capacity development, disaster risk governance and international cooperation are other important areas addressed in the Plan.
- k. The NDMP has introduced the matrix format for DRR activities, outlining the roles and responsibilities of Central and State-level agencies, with time frames for short-term, medium-term, long-term and regular activities.
- l. The Plan has been prepared with a long-term vision identifying risk reduction measures to be undertaken till 2030—a time frame that coincides with that of the Sendai Framework for DRR—to ensure achievement of the Sendai targets.



The Uttar Pradesh State Disaster Management Authority (UPSDMA) is fully committed to ensuring a disaster resilient state. In this endeavour we are greatly benefited by the holistic guidelines in disaster risk reduction promulgated in the National Disaster Management Plan (NDMP). The National Plan addresses essentially all major disasters and provides a useful template for understanding states' roles and responsibilities, while also drawing relevant linkages between the Centre and states on rolling out DRR initiatives.

- Lt Gen R P Sahi (AVSM), Vice Chairman,
Uttar Pradesh State Disaster Management Authority

Salient Features of NDMP

- *Covers all phases of disaster management prevention, mitigation, response and recovery;*
- *Horizontal and vertical integration among all the agencies and departments of the Government;*
- *Spells out the roles and responsibilities of all levels of Government right up to Panchayat and Urban Local Body;*
- *The plan has a regional approach;*
- *The Plan has introduced coherence and mutual reinforcement of the post-2015 global frameworks - SFDRR, SDGs and COP21.*

Impact

The NDMP incorporates an **integrated approach**: This ensures the involvement of government agencies, numerous other relevant organisations, private sector participants and local communities.

It recognises the need to eliminate ambiguity in the responsibility framework: It, therefore, specifies who is responsible for what at different stages of disaster management.

The concept of '**mainstreaming**' was introduced in the NDMP: This is helping ministries/departments of the Government of India to mainstream disaster risk reduction in their developmental schemes and programmes.



“The NDMP provides a framework and a plan for involvement of all the stakeholders in management of disaster risks. It is extremely useful for civil society actors to get informed and to participate more meaningfully in disaster preparedness as well as in each stage of the response and recovery.”

- Vivek Rawal,
People in Centre

Central ministries/departments are also preparing their respective DM plans: They are doing this in line with the NDMP and deriving their respective roles and responsibilities from it. The matrix format introduced in NDMP is also being followed by them for clarity on various entities' roles and responsibilities in a specific time frame.

State governments and District Disaster Management Authorities (DDMAs) are benefiting from the NDMP: The guidelines are helping them in the preparation of their own plans.

The NDMP has also proved to be of use to ministries, departments and states in the preparation of their roadmaps: Some states are in the process of developing their own roadmaps for DRR. The action points of the 10-Point Agenda on DRR, enunciated by the Hon'ble Prime Minister during AMCDRR 2016, provide a framework to ministries, departments and states to work towards DRR implementation.

Based on the national plan, the Central ministries/departments, and the state governments and districts can formulate their own projects: The projects are generally for prevention and mitigation measures and for capacity building—which can be supported by the National Disaster Mitigation Fund (NDMF) and the NDRF (capacity building component) allocated by the Central government.



●● The National Disaster Management Plan (NDMP) has set the pace for structured disaster management activities relating to all phases of disaster at the state level. It has prompted the state government, and especially the Odisha State Disaster Management Authority (OSDMA), to organise its preparedness and mitigation interventions at different levels of administration. ●●

- Pradeep Jena, IAS,
Additional Chief Secretary and
Managing Director, OSDMA



“ National Institute of Disaster Management (NIDM) is an apex institution in India for research, training and capacity building activities in the field of disaster management. The National Disaster Management Plan (NDMP) is one of the best DM Plans with a holistic approach of DRR, and it has helped us in understanding and deciding on important focus areas.”

- **Maj Gen M K Bindal**, Executive Director,
National Institute of Disaster Management (NIDM)

The community are the ultimate beneficiaries of the NDMP: Having executed a paradigm shift—from post-disaster relief and recovery to the proactive approaches of risk reduction and mitigation—the reforms in the NDMP have been transforming the country into a disaster-resilient society.

The timelines of the NDMP coincide with those of the SFDRR: This alignment will help in timely achievement of the Sendai Framework targets, particularly those pertaining to reduction in the number of deaths and economic losses due to disasters.

Appreciation and acknowledgements for the NDMP:

The much-needed National Disaster Management Plan (NDMP) has been widely acclaimed by all stakeholders, ranging from the United Nations Office for Disaster Risk Reduction, UNDRR (formerly UNISDR), to ministries/departments of the Government of India, the state governments, academic institutions, civil society organisations and others. They have found this Plan to be extremely useful in preparing their own plans as well as in deriving actionable points from it for themselves.

BusinessLine
PM releases UN-backed National Disaster Management Plan

live mint
National disaster management plan calls for ethical guidelines for media
Disaster management plan also wants the media to respect the dignity and privacy of affected people

INDIA TODAY
PM Modi releases country's first National Disaster Management Plan

The Daily Telegrams
PM releases National Disaster Management Plan

THE ECONOMIC TIMES
Prime Minister Narendra Modi releases National Disaster Management Plan

The Statesman
PEOPLE'S PARLIAMENT, ALWAYS IN SESSION
PM releases first National Disaster Management Plan

PM Modi releases first ever national plan for disaster management

dna
PM Modi unveils first-ever National Disaster Management Plan

PM Modi releases first ever national plan for disaster management

THE LOGICAL INDIAN
June 8, 2016
Finally, After 10 Long Years, India Gets Its First National Disaster Management Plan, Know Everything About It

India leading the way by including animals in National Disaster Management Plan
03/06/2016
Millions of animals will be better protected during disasters, with the launch of India's first National Disaster Management Plan (NDMP) - released this week by Honourable Prime Minister Mr. Narendra Modi.

THE TIMES OF INDIA
Prime Minister Narendra Modi releases country's first-ever National Disaster Management Plan

DECCAN Chronicle
Friday, Jun 10, 2016 | Last Update : 11:39 AM IST
Modi releases first-ever 'National Disaster Management Plan'



“India's motto is
'Reform, Perform, Transform'.”

Prime Minister **Shri Narendra Modi**