



**Guidelines For Preparation of Disaster Management Plan for
Ministry/Department of Government of India**

**National Disaster Management Authority
Government of India**



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**National Disaster Management Authority
Ministry of Home Affairs
Government of India
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राष्ट्रीय आपदा प्रबंधन प्राधिकरण
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Government of India

Preface

In an era marked by uncertainty and rapid change, the resilience of our nation and its institutions is paramount. The Government of India, steadfast in its commitment to safeguarding the welfare of its citizens and ensuring the continuity of essential services, recognizes the critical importance of effective disaster management.

Disasters, whether natural or man-made, can strike without warning, leaving devastation in their wake. As stewards of public trust and custodians of national resources, it is incumbent upon each department and ministry to be prepared to face such challenges with resilience, agility, and compassion.

It is with great pleasure and a sense of responsibility that we present the revised edition of the Disaster Management Plan Guideline for Departments/Ministries of the Government of India. This updated guideline builds upon the foundation laid by the initial framework established in January 2019, which was developed through collaborative efforts and extensive consultations with stakeholders from across various sectors.

In an ever-changing landscape marked by diverse challenges and evolving risks, the need for robust disaster management strategies has never been more paramount. The events of recent years have underscored the importance of preparedness, response, and recovery measures to safeguard lives, livelihoods, and essential infrastructure from the devastating impacts of disasters.

This Disaster Management Plan template serves as a foundational document, designed to guide departments and ministries across the Government of India in their efforts to prepare for, respond to, and recover from disasters of all scales and types. It encapsulates best practices, lessons learned, and practical guidance gleaned from years of experience in disaster management, both domestically and internationally.

As we embark on this journey towards greater resilience, let us reaffirm our collective commitment to the safety and well-being of every citizen. By embracing proactive measures, fostering interagency collaboration, and upholding the highest standards of professionalism and empathy, we can mitigate the impact of disasters and emerge stronger, more united, and better prepared for the challenges that lie ahead.

This template is a testament to our unwavering dedication to the principles of disaster risk reduction, preparedness, response, and recovery. May it serve as a beacon of hope, guiding us through the darkest of times and illuminating the path toward a safer, more resilient future for all.

Together, let us build a nation that is not only capable of withstanding the forces of nature and the trials of fate but one that thrives in the face of adversity, embodying the resilience, strength, and spirit of India.

Acknowledgement

The successful formulation of the Disaster Management Plan guideline for departments and ministries of the Government of India is the result of collaborative efforts, dedication, and expertise from various individuals. We extend our heartfelt gratitude to those who have contributed significantly to the development of this essential document.

We would like to express our sincere appreciation to Dr. Krishna S. Vatsa, Member, NDMA, for providing invaluable guidance and insights throughout the drafting process. His expertise and commitment to disaster management have been instrumental in shaping the direction of this guideline.

We would like to acknowledge the contributions of Shri Anuj Tiwari, Senior Consultant (Policy Plan and Mainstreaming), Shri Abhinav Walia, Sr. Consultant (Disaster Management), Shri Priyank Jindal, Senior Consultant (Disaster Management), Dr. Vazeem Iqbal, Consultant Grade I (Disaster Management), for their valuable inputs and support in drafting the Guidelines. Their dedication and collaborative spirit have been integral to the development of this document.

We also extend our appreciation to all other individuals, organizations, and stakeholders who have provided their expertise, feedback, and support throughout the development process.

This guideline stands as a testament to the collective efforts of all those involved and reflects our shared commitment to enhancing disaster preparedness and resilience across departments and ministries of the Government of India.

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1. Overview

The Disaster Management Act, 2005, lays out a comprehensive framework for disaster risk management, encompassing response, relief, recovery and reconstruction, preparedness, and mitigation in India. These activities are pursued at different levels through the Disaster Management Plans (DMPs). There are at least five key levels of DMPs:

1. **National Disaster Management Plan (NDMP):** This is the overarching plan for the entire country, outlining broad strategies and policies for disaster management as well as the national response plan.
2. **State Disaster Management Plan (SDMP):** Each State/UT prepares its own disaster management plan, which responds to its specific risks and vulnerabilities. It details State-level action plans for different disaster scenarios.
3. **District Disaster Management Plan (DDMP):** Every district within a State/UT prepares its own DMP, focusing on local risks and response mechanisms. This is like a detailed plan for a small geographical area, ensuring safety and preparedness at the most granular level.
4. **Disaster Management Plan of Ministries or Departments of the Government of India (DMP-Goi):** Each central government Ministry or Department develops its own DMP, outlining its specific roles and responsibilities in disaster response, recovery, preparedness, and mitigation.
5. **Disaster Management Plan of Departments of States (DMP-State):** Similarly, each State Department prepares its own DMP, defining its contribution to disaster management within the State's/UTs overall plan.

2. Need for Disaster Management Plan

It is essential to prepare the Disaster Management Plans for the following reasons:-

- i. **Preparedness:** Having DMPs in place ensures everyone knows what to do in case of a disaster, minimizing delays and maximizing efficiency.
- ii. **Effective Response:** Clear plans help coordinate resources and response efforts across different levels of government, leading to faster and more effective interventions.
- iii. **Reduced Risks:** By mainstreaming disaster risk reduction into policies and programs, DMPs can help mitigate the impact of disasters in the long run.

We must remember that disaster management plans are not just documents or reports. They are essentially action plans and must be supported through essential facilities and resources. Disaster management plans require regular updates, drills, and communication to ensure that all the actors involved in the plan are aware of their roles and responsibilities and are encouraged to coordinate.

By working together and planning ahead, we can build a culture of preparedness where our resources can be channelled for effective action.

“Effective disaster management plans (DMPs) are indispensable tools for navigating crises. Acting as vital playbooks, DMPs contribute to a well-orchestrated response during disasters, minimizing delays and maximizing efficiency. Their clarity and comprehensiveness facilitate seamless coordination of resources and efforts across various government levels, leading to rapid and impactful interventions. Beyond immediate response, DMPs also play a strategic role in reducing long-term risks by incorporating disaster risk reduction measures into policies and programs. It is crucial to recognize DMPs not merely as static documents but as dynamic action plans that necessitate regular updates, drills, and effective communication. This ensures that all stakeholders are well-informed and prepared to execute their roles and responsibilities. By fostering a culture of preparedness through collaboration and proactive planning, DMPs become invaluable tools for optimizing resources and ensuring swift, effective action when crises unfold”

3. Legal Provisions for the Disaster Management Plan of a Ministry

Section 37 of the DM Act 2005 mandates the Ministries and Departments of the Government of India to have a Disaster Management Plan. The relevant provisions of the Act are as follows: **Section 37**

(1) Every Ministry or Department of Government of India shall-

- A. prepare a disaster management plan specifying the following particulars, namely: -
 - i. the measures to be taken by it for prevention and mitigation of disasters in accordance with the National Plan;
 - ii. the specifications regarding integration of mitigation measures in its development plans in accordance with the guidelines of the National Authority and the National Executive Committee;
 - iii. its roles and responsibilities in relation to preparedness and capacity building to deal with any threatening disaster situation or disaster;
 - iv. its roles and responsibilities in regard to promptly and effectively responding to any threatening disaster situation or disaster;
 - v. the present status of its preparedness to perform the roles and responsibilities specified in sub-clauses (iii) and (iv);
 - vi. the measures required to be taken in order to enable it to perform its responsibilities specified in sub-clauses (iii) and (iv);
- B. review and update annually the plan referred to in clause (a);

- C. forward a copy of the plan referred to in clause (a) or clause (b), as the case may be, to the Central Government which Government shall forward a copy thereof to the National Authority for its approval.

(2) Every Ministry or Department of the Government of India shall –

- i. make, while preparing disaster management plan under clause (a) of sub-section (1), provisions for financing the activities specified therein;
- ii. furnish a status report regarding the implementation of the plan referred to in clause (a) of sub-section (1) to the National Authority as and when required by it.

4. Categorising Ministries and Departments Based on their Roles and Responsibilities in Disaster Management

The process outlined for the preparation of Disaster Management Plans (DMPs) involves categorizing Ministries and Departments based on their roles and responsibilities in disaster management, as well as the extent of their assets and functions that need protection in the event of a disaster. This categorization ensures that the disaster management plan of a Ministry or Department is prepared according to its specific roles and responsibilities, leading to significant variations in the level of detail across different plans.

1. Ministries/Departments with National and State-Level Disaster Management Contributions:-		
Categories and their implications	Specific Objectives based on Category	Structure of the DMP*
<ul style="list-style-type: none"> • These ministries play a central role in disaster management at both national and state levels. They are likely involved in the assessment, coordination, and implementation of disaster management strategies and disaster response measures. • Their focus in the DMP would include nationwide preparedness plans, resource mobilization, disaster response coordination, and recovery efforts. 	<ul style="list-style-type: none"> • Lead national and state-level disaster management efforts: Develop policies, coordinate response, and mobilize resources to effectively manage disasters across the country and at the state level. • Promote risk reduction and mitigation: Strategize and implement initiatives to reduce disaster risks and vulnerabilities at the national and state levels. • Strengthen early warning and monitoring systems: Ensure accurate and timely warnings reach populations at risk, 	<p>This category is most important of the three categories and needs to elaborate on each of following points:</p> <ul style="list-style-type: none"> • Introduction and Background • Risk Assessment and Hazard Analysis • Resource Inventory • Roles and Responsibilities • Response Strategies and Plans • Incident Command and Control Structures • Evacuation Plans and Shelter Management • Business Continuity and Recovery Plans

<ul style="list-style-type: none"> • Examples could include the Ministry of Home Affairs, the Ministry of Defence, the Ministry of Health & Family Welfare, the Ministry of Earth Sciences, the Ministry of Jal Shakti, etc. 	<p>allowing for efficient preparedness and response.</p> <ul style="list-style-type: none"> • Build institutional capacity and partnerships: Enhance the capabilities of government agencies, NGOs, and communities to manage disasters effectively. 	<ul style="list-style-type: none"> • Logistics and Supply Chain Management • Training and Capacity Building • Public Education and Communication • Monitoring, Evaluation, and Revision • Integration with Other Plans • Financial Planning
2. Ministries/Departments with Extensive Assets and Functions:-		
Categories and their implications	Specific Objectives based on Category	Structure of the DMP*
<ul style="list-style-type: none"> • This category encompasses ministries and departments that own or manage significant infrastructure, assets, or functions spread across the country, such as transportation networks, communication systems, energy supplies, and public services. • Their DMP focus would be on protecting these assets and ensuring the continuity of essential functions and services during and after a disaster. This might involve risk assessments, safeguarding critical infrastructure, and developing recovery plans for these assets. • Examples could include infrastructure ministries such as the 	<ul style="list-style-type: none"> • Protect extensive infrastructure and assets: Implement risk assessment and mitigation measures to safeguard critical infrastructure in various sectors like railways, power, and telecommunications. • Maintain continuity of essential services: Ensure uninterrupted operation of vital services during and after disasters to minimize impacts on public well-being and economic activity. • Deploy resources and expertise in national response: Contribute personnel, equipment, and specialized knowledge to support national disaster response efforts. • Promote risk awareness and preparedness among stakeholders: Engage with communities and industry 	<p>This category of Ministries / Departments need to focus more on safety and protection of their assets. They need to focus more on following aspects, though they should also provide brief information on other sections as well:</p> <ul style="list-style-type: none"> • Risk Assessment and Hazard Analysis • Resource Inventory • Roles and Responsibilities • Response Strategies and Plans • Incident Command and Control Structures • Business Continuity and Recovery Plans • Training and Capacity Building • Financial Planning

Ministry of Railways, Ministry of Power, and Ministry of Communications.	partners to build awareness and preparedness for potential disasters impacting their assets and operations.	
3. Ministries/Departments Focused on Business Continuity and Protection of Premises/Equipment:-		
Categories and their implications	Specific Objectives based on Category	Structure of the DMP*
<ul style="list-style-type: none"> • These ministries might not have a direct role in nationwide disaster management efforts or own extensive assets, but they are responsible for ensuring their operational continuity and protecting their office premises and equipment. • Their DMP would primarily focus on internal plans to maintain business continuity, safeguard employees, and protect physical and IT infrastructure within their premises during a disaster. • This could include departments with specialized functions that do not directly relate to disaster response but are crucial for governance and administration, such as the Ministry of Finance or Ministry of Law and Justice. 	<ul style="list-style-type: none"> • Ensure the safety of personnel and office premises: Develop detailed plans for evacuation, emergency supplies, communication, and other actions to safeguard employees and facilities during a disaster. • Protect critical data and IT infrastructure: Implement data backup and recovery protocols, secure IT systems, and ensure continuity of essential office operations. • Maintain internal communication and decision-making: Establish clear communication channels and protocols for emergency situations to facilitate informed decision-making and effective response. • Contribute to broader community-level preparedness: Share resources and expertise with local communities to enhance their disaster preparedness and response capabilities. 	<p>These Ministries / Departments are not directly involved in disaster management functions at national level and they also do not possess huge assets. Despite this, they are performing important functions in other domains, hence they also need to focus on safety of their people and assets and their business continuity. So the focus of their DMP will be more on following aspects, though they should also provide brief information on other sections as well:-</p> <ul style="list-style-type: none"> • Resource Inventory • Roles and Responsibilities • Business Continuity and Recovery Plans • Training and Capacity Building • Public Education and Communication • Financial Planning

* - the DMP structure has been explained in next section on 'Essential Components of the DMP of Ministries/Departments.

5. Essential Components of the Ministry's DMP

A Ministry's Disaster Management Plan (DMP) is a compact and precise document that outlines how the Ministry will prepare for, respond to, and recover from disasters. The essential components of a DMP generally include:

1. **Introduction and Background:** Overview of the Ministry's role, responsibilities, and relevance to disaster management, including the legal and policy framework guiding its disaster management activities.
2. **Risk Assessment and Hazard Analysis:** Detailed analysis of potential hazards and risks, climate change, including their nature, probability, risk mapping, historical data, and predictive models, depending upon the roles, responsibilities, and jurisdiction of the Ministry.
3. **Disaster Risk Reduction and Mitigation:** Disaster risk reduction is the concept and practice of reducing disaster risks through systematic efforts to analyse and reduce the causal factors of disasters
4. **Resource Inventory:** An inventory of available resources, including personnel, equipment, finances, and other assets that can be mobilized in response to a disaster. This also includes identifying external resources and how they can be accessed.
5. **Roles and Responsibilities:** Clear delineation of roles and responsibilities of different departments and units within the Ministry, as well as coordination mechanisms with other ministries, agencies, and stakeholders.
6. **Response Strategies and Plans:** Detailed plans for responding to different types of disasters, including evacuation plans, emergency communication protocols, and procedures for mobilizing resources and personnel. Clearly defining tasks, executing actions, dedicating resources, and continuously monitoring the effectiveness of interventions.
7. **Incident Command and Control Structures:** Establishment of an incident command system or similar structure to manage disaster response efforts, including decision-making processes and coordination mechanisms. This will be applicable only to those Ministries/Departments which are directly involved in to response and rescue functions.
8. **Evacuation Plans and Shelter Management:** for the safe evacuation of staff and, if applicable, the public, as well as plans for managing shelters or safe areas. This will be applicable only to those Ministries/Departments which are directly involved in to response and rescue functions.
9. **Business Continuity and Recovery Plans:** Strategies to ensure the continuity of the Ministry's critical functions during and after a disaster, including backup systems, alternate work arrangements, and recovery procedures to restore normal operations.

- 10. Logistics and Supply Chain Management:** Plans for managing logistics and supply chains during a disaster, including procurement, storage, and distribution of relief supplies and equipment.
- 11. Training and Capacity Building:** Programmes and initiatives for training Ministry staff and other stakeholders in disaster preparedness, response, and recovery procedures, including regular drills and exercises.
- 12. Public Education and Communication:** Plans for communicating with the public, media, and other stakeholders before, during, and after a disaster, including public awareness campaigns and the use of social media and other communication tools.
- 13. Monitoring, Evaluation, and Revision:** Mechanisms for monitoring the implementation of the DMP, evaluating its effectiveness in real-world events, and revising the plan based on lessons learned and emerging best practices.
- 14. Integration with Other Plans:** Ensuring that the Ministry's DMP is integrated with national, state, and local disaster management plans and policies to ensure a coordinated response.
- 15. Financial Planning:** Outline of budgetary allocations and financial resources available for disaster management activities, including emergency funds and procedures for accessing additional resources if needed.

Note: -

Not every aspect of the DMP mentioned above is applicable to each ministry's plan. It's crucial to carefully evaluate the DMP's framework to ensure that the plan is concise, focuses on critical elements, and avoids excessive length.

6. Process of Preparation of DMP

For the preparation of disaster management plans (DMPs) by Ministries, a structured approach is followed, involving several key processes:

- 1. Appointment of a Consultant/Writer:** Ministries appoint a consultant or writer with the necessary expertise in disaster management, planning, and policy formulation. This professional is responsible for drafting the DMP, ensuring it is comprehensive, actionable, and aligned with national disaster management guidelines and standards.
- 2. Consultations with Relevant Stakeholders:** A critical part of the process involves engaging with all relevant stakeholders, including other ministries, departments, disaster management authorities at various levels, and potentially affected communities. These consultations aim to gather insights, identify specific needs and capabilities, and ensure that the plan is inclusive and considers all aspects of disaster management relevant to the ministry's role.
- 3. Continuous Review of the Plan's Preparation Process:** The preparation of the DMP is not a one-time task but a dynamic process that requires continuous review and updates. This involves regularly assessing the plan's relevance, effectiveness, and

alignment with emerging disaster management practices and risks. Feedback from exercises, real incidents, and stakeholder inputs contribute to the plan's ongoing refinement.

4. **Editing, Formatting, and Publication of the Ministry's DMP:** Each DMP needs careful editing for clear language and a consistent format to make it easy to read and use. It should include a helpful index and a layout that makes finding information fast. The plan must be designed to be user-friendly, with easy-to-find key sections and links. Once ready, it should be suitable for both printing and online posting, ensuring it's accessible to everyone who might need it.
5. **Application of Technology:** The Ministries should incorporate technology into Disaster Management Plans (DMPs), which enhances their effectiveness and accessibility. The following elements of technology could be considered for inclusion in the DMP: -
 - a. **Geographic Information Systems (GIS) and satellite imagery:** provide detailed mapping of risks and resources, essential for planning and real-time decision-making. These tools help in visualizing disaster impacts and coordinating response efforts efficiently.
 - b. **Mobile and web-based applications:** facilitate instant communication and information sharing among responders, stakeholders, and the public. They enable quick dissemination of alerts, updates, and guidance during emergencies, ensuring widespread awareness and coordinated action.
 - c. **Artificial Intelligence (AI) and Big Data Analytics:** offer predictive capabilities, analyzing vast datasets to forecast disasters and their potential impacts. This foresight allows for pre-emptive measures, reducing vulnerability and enhancing preparedness.

7. Role of National Disaster Management Authority

NDMA plays a central role in shaping the DMP for various ministries. As a central body, the NDMA is tasked with providing expert guidance and technical support, ensuring that each ministry's DMP is prepared to address specific disaster-related challenges. This involves a comprehensive understanding of potential risks, vulnerabilities, and the necessary mitigation strategies that align with national standards and best practices in disaster management.

In addition to offering technical assistance, the NDMA is also responsible for conducting thorough reviews of the DMPs submitted by different ministries. This review process is critical as it ensures that each plan is realistic, effective, and operational. The NDMA assesses the plans for their adequacy in risk assessment, emergency response strategies, resource allocation, and recovery plans.

Finally, NDMA approves the ministry's plan after satisfying that the plan has met the required standards and is equipped to manage disasters effectively. This approval confirms that the plan is capable of guiding the ministry's actions in the face of disasters. It also ensures

coherence and coordination among the various ministries and departments, essential for a coordinated national response to disasters.

8. Template for Ministry's DMP

Below is a proposed template for the Ministry's Data Management Plan (DMP). While this template serves as a useful structure and encompasses all the components of a DMP mentioned above, it is designed to be flexible and adaptable. We encourage considering this template as a foundational guide, which should be iteratively improved to align with the Ministry's unique risks and responsibilities. Ministry's Disaster Management (DM) plan should ideally be between 50-60 pages, with a recommended page count for each chapter. While these numbers can be adjusted, the aim is to keep the plan concise and avoid making it overly lengthy.

- 1. Executive Summary (5 pages):** Provides a concise overview of the plan, highlighting its purpose, scope, and key strategies for disaster management. This section serves as a quick reference for senior officials and stakeholders to understand the essence of the DMP.
- 2. Introduction (2 pages):** Sets the context for the DMP, explaining why it's necessary and under what authority it's developed. It might also outline the goals and objectives of the plan, establishing a foundation for the detailed sections that follow.
- 3. Ministry Profile (2 pages):** Describes the ministry's core functions, its role in the national disaster management framework, and its relevance to specific types of disasters. This section helps in aligning the DMP with the ministry's overarching mission and responsibilities.
- 4. Risk Assessment (5 pages):** Details the process of identifying potential hazards that the ministry might face, assessing the vulnerability of its assets and operations to these hazards, and analyzing the potential impacts. This crucial step informs the prioritization of planning efforts.
- 5. Roles and Responsibilities (5 pages):** Clarifies the specific roles and duties of various departments and agencies within the ministry during a disaster, as well as how the ministry coordinates with other governmental and non-governmental entities. Clear roles and responsibilities are vital for effective and efficient disaster response.
- 6. Preparedness Measures (5 pages):** Outlines the actions taken to prepare for disasters, including training programmes for staff, public education campaigns, and strategies for ensuring the readiness of equipment and supplies. This proactive approach aims to enhance the ministry's readiness to respond to disasters.
- 7. Response Strategies (5 pages):** Describes the procedures for activating the DMP, the structure for command and control during a disaster, specific response actions (like evacuation or shelter-in-place), and communication plans. This section is the core of the DMP, detailing how the ministry will respond to disasters and emergencies.

- 8. Disaster Risk Reduction and Mitigation (5 pages):** This section will include the mitigation measures being taken by Ministry/Department for disaster risk reduction. Ministries and Departments run various programmes and projects on developmental issues. Mainstreaming of disaster risk reduction issues in these programmes and projects should also be included in this section.
- 9. Recovery and Business Continuity (5 pages):** Focuses on strategies to recover from a disaster and restore normal operations, including steps to resume critical services and repair damaged infrastructure. Business continuity plans ensure that the ministry can continue its essential functions even under adverse conditions.
- 10. Resource Inventory (10 pages):** Lists all resources available for disaster response and recovery, including human resources, equipment, facilities, and other assets. This inventory aids in the rapid mobilization and utilization of resources during a disaster.
- 11. Plan Maintenance (3 pages):** Details the process for regularly reviewing and updating the DMP, incorporating new information, technologies, and lessons learned from drills and actual disaster events. This ensures the plan remains relevant and effective.
- 12. Annexes (10 pages):** Provides additional information and resources that support the DMP, such as detailed maps, contact lists for key personnel, checklists, and templates. These resources are essential for implementing the plan.
- 13. Approval and Implementation (1 page):** Includes the formal approval of the DMP by the appropriate authority, ensuring that it is officially recognized and actionable. This section also outlines the strategy for distributing the plan to relevant stakeholders and for its operationalization.

Note: -

1. This is a general template, and specific sections may need to be added or modified based on the ministry's unique needs and risks.
2. The DMP should be written in clear, concise language and easily accessible to all relevant personnel within the ministry.
3. Regularly train and educate personnel on the DMP and its procedures to ensure effective implementation during disasters.
4. Collaborate with relevant stakeholders like NDMA, the State governments, and NGOs to ensure integrated and coordinated disaster response efforts.

9. Approval and Authority to Proceed

We approve the plan as described above and authorize to proceed.

Name	Title	Date

**Approved
By**

Date :

**Approved
By**

Date :



Developed by Policy & Planning Division
National Disaster Management Authority
Government of India