

No. I-45011/9/2020-Ad(CD)  
Government of India  
Ministry of Home Affairs  
(Disaster Management Division)

3rd Floor, B- Wing, NDCC-II Building,  
Jai Singh Road, New Delhi-110001  
Dated 4 July, 2023

To

1. The Chief Secretaries of all States
2. Head of Fire Services of all States

**Sub:** Scheme for Expansion and Modernization of Fire Services in the States from the earmarked allocation of Preparedness and Capacity Building Funding Window under the National Disaster Response Fund (NDRF) - based on the recommendations of Fifteenth Finance Commission (XV-FC) -regarding.

Madam/Sir,

I am directed to refer to this Ministry's letter No. 33-02/2020-NDM.I dated 22.04.2022 vide which the Guidelines on constitution and administration of 'Preparedness and Capacity Building Funding Window' with the National Disaster Response Fund (NDRF) at National level and State Disaster Response Fund(SDRF) at State level, were issued.

2. XV-FC, in para 8.77 of its report, had recommended an earmarked allocation of Rs. 5,000 Crore from the funding window of 'Preparedness and Capacity Building' under NDRF for strengthening fire services in the States in the next five years (i.e. award period for the financial years 2021-22 to 2025-26). Therefore, keeping in view the recommendations of XV-FC, and in consultation with the State Governments and all the stakeholders, a scheme for Expansion and Modernization of Fire Services in the States has been framed by this Ministry.

3. A copy of the scheme is enclosed for guidance and necessary action at your end. The scheme can also be downloaded from the website of Disaster Management Division of Ministry of Home Affairs i.e. [www.ndmindia.mha.gov.in](http://www.ndmindia.mha.gov.in). The State Governments are further requested to work out their project proposals for funding under 'Preparedness and Capacity Building' window of NDRF in line with the scheme.

4. A copy of this communication is also being sent to the Accountants Generals of the States for information.

Encl: As above

Yours faithfully,

(RK Anluwalia)

Deputy Secretary to the Government of India

Copy to:

1. Secretary, D/o Expenditure, Government of India.

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2. Member & Secretary (I/C), National Disaster Management Authority, NDMA Bhawan, Safdarjung Enclave, New Delhi.
3. DG (FS, CD&HG), East Block-VII, Level - VII, RK Puram, New Delhi - with request to liaise with the States' authorities for further necessary action in the matter.
4. Comptroller & Auditor General (CAG), New Delhi.
5. Controller General of Accounts (CGA), New Delhi.
6. Accountants General of all States.

Copy for information to:-

1. All Ministries/Departments, Government of India.
2. DG, NDRF, 6<sup>th</sup> Floor, NDCC-II Building, Jai Singh Road, New Delhi.
3. Executive Director, National Institute of Disaster Management, 4<sup>th</sup> Floor, NDCC-II Building, Jai Singh Road, New Delhi.
4. PS to HM/ PS to MOS(N)/ PSO to HS/ PPS to AS(DM).

**SCHEME FOR EXPANSION AND MODERNIZATION OF FIRE SERVICES IN THE STATES  
FROM THE EARMARKED ALLOCATION OF  
PREPAREDNESS AND CAPACITY BUILDING FUNDING WINDOW  
UNDER NATIONAL DISASTER RESPONSE FUND**

**Introduction:**

The Fifteenth Finance Commission (XV-FC) recommended an allocation of 12.5 percent of each of the National Disaster Response Fund (NDRF) and State Disaster Response Fund (SDRF) [10% of the total corpus of the National Disaster Risk Management Fund (NDRMF) and the State Disaster Risk Management Fund (SDRMF)] for the Funding Window of Preparedness and Capacity Building.

**Objective:**

2. XV-FC further made a provision for earmarking of allocation against certain priorities. One of the priorities is “Expanding and Modernization of Fire Services” within NDRF with a view that:-

- Activities for strengthening of fire services at the State level through preparedness and capacity-building component of the NDRF will be ensured under the priority “expanding and modernization of fire services”,
- States need to submit specific proposals for these funds,
- Supervision of utilization of funds by the States will be ensured
- Resources should ideally provide a top-up to the existing programmes; and,
- Guidelines for earmarked allocations will be framed

3. Out of the total NDRF corpus, an amount of Rs. 5,000 Crore (comprising 10% of the corpus) was earmarked for priority “Expanding and Modernization of Fire Services” for the award period, i.e., for 2021-2026. It was also decided that there shall be no spill-over for the liabilities committed for the projects sanctioned against earmarked allocation beyond the award period.

**Funding pattern:**

4. From earmarked allocation of Rs. 5,000 Crore, an amount not exceeding Rs. 4,500 Crore are provisioned for various activities towards expansion and modernization of the fire services in States. Remaining Rs. 500 Crore are kept for incentivizing the States on the basis of their legal and infrastructure-based reforms.

5. For seeking funds for the projects / proposals under ‘Expansion and Modernization of Fire Services’ through Preparedness and Capacity Building Funding Window, the concerned State Governments shall have to contribute 25% (except for the North-Eastern and Himalayan (NEH) States which shall contribute 10%) of the total cost of such projects / proposals from their respective budgetary resources.

6. For earmarking fund allocation to the individual States and to suggest pro-rata share for 28 States, three criteria are identified under the scheme. These criteria, along with the weightage percentage assigned, are as under:-

Sl. No.	Criteria	Weightage percentage
(i)	Population of the State	50%
(ii)	Area of the State	25%
(iii)	Urbanization of the State	25%



7. As stated in the para 6 of the scheme pro-rata budget allocation to the States from central contribution of Rs. 4,500 Crore for the award period of XV-FC and corresponding States Share is drawn out at **Annexure-A**. Against the central Government share of Rs 4499.84 Crore for the scheme the contribution from the States comes to Rs 1387.99 Crore.

**Item/ Activities covered:**

8. For the funding under the scheme, the identified activities are broadly categorized under two headings viz. (a) expansion of fire services, and (b) modernization of fire services. There will be flexibility in the sub-categories to meet the State specific requirement. The components / activities and the percentage allocation thereof will be as under:-

S. No	Components/ Activities	Percentage Allocation	Description
1	<b>Expansion of Fire Services</b>		
	Setting up of new Fire Stations, and strengthening of State Training Centres and Capacity Building	30%	<p><b>(A) Setting up of New Fire Stations:</b></p> <p>New fire stations will be constructed with integrated facility including the facilities for accommodation of on-duty personnel along with the minimum firefighting equipment, vehicle, PPE, and water sources.</p> <p>The funds will be provided for the opening of two bay fire stations with one Mini Water Tender with Mist Technology and one Water Tender with Search and Rescue equipment. Approximately Rs. 6.00 (six) Crores may be required per fire station.</p> <p>No funds will be utilized for construction of staff quarters. Residential / staff quarters for the personnel should not be part of this project proposal.</p> <p>State Governments are required to make provisions for land for the fire stations, including the cost of fire services staff.</p> <p>New Fire Stations should be set up keeping in view the expansion of fire services so that adequate fire protection coverage is provided to the urban and rural areas.</p>
		5%	<p><b>(B) Strengthening of State Training Centres and Capacity Building:</b></p> <p>Some of the States do not have adequate facilities to train their firefighters, volunteers and community in fire prevention measures, awareness programme, etc. Hence, the States may strengthen the Training Centre in their states by provisioning of training aids, equipment, development of technical training modules etc.</p> <p>States will ensure that fund earmarked for training and capacity building will not be used for any construction</p>



			activities.
2	Modernization of Fire Services		
(a)	Provision of Modern Fire fighting Equipment	(50%)	<p>Provision of Firefighting Vehicle and Equipment to all the States based on the requirement of the State Government should be made.</p> <p>An indicative list of Firefighting Vehicle and Equipment is at <b>Annexure - B</b>. The specifications of these appliances can be recommended by the SFAC.</p>
(b)	Strengthening of State Headquarters and Urban Fire Stations		<p>Strengthening of infrastructure in urban Fire Stations, in city having population of more than 10 lakhs, subject to the condition that at least one city will be selected from the State for upgrading integrated command and control system with GPS/GIS in each vehicle and 112 voice logger system at control room, wireless addressable detection and communication system (important occupancies such as high rise buildings, hospitals, government offices and other vital installation will be directly linked up with the control room of the city).</p> <p>Apart from the above, a control room in the state and district headquarters will be set up. All the fire management resources and facilities should be supported through control rooms, call centres, and emergency numbers.</p> <p>Fire services must have state of art communication facilities. It should have robust in-built redundancies so that there is no communication breakdown within the area of service. The fire services need to have all possible connectivity like telephone, Internet, computerized voice logger, GIS, static and mobile wireless sets, mega phones and satellite communication, etc,. All supervisor and response locations (central control room, division fire stations, and area fire station) should be linked. It should also be linked to the District Emergency Operation Centre (DEOC).</p> <p>Computerization of Fire and Emergency Services is highly recommended. All the fire stations and fire vehicles should be tracked through GPS instruments. All the Fire Stations in the States should be connected through Intranet and fire personnel should be trained properly in GIS and computer application.</p> <p>This provision will include development of online NOC portal for issuing the NOC to all occupancies involving third party fire audit.</p> <p>States will ensure that 10% of the fund provisions under this component should be utilized for Strengthening of State Headquarters &amp; Urban areas so that the purpose</p>



			of strengthening the fire measures in the States Headquarters and Urban areas is adequately achieved.
(c)	<b>State Specific Demand</b>	(15%)	<p>The States can raise their demand as top-up for their respective ongoing projects, requiring additional financial assistance.</p> <p>The resources will not be restricted only to provide top-up of existing programmes. Low capacity States who are not having any existing programmes may also raise the demand under their share of allocated budget.</p> <p>Further there should be flexibility in the sub-categories of modernization of fire services to meet the state specific requirement. The activities/components and fund provisions therefor should be suitably utilized by the states as per their need and priority.</p>

#### **Funds for incentivizing States:**

9. For remaining Rs. 500 Crore out of the total earmarked allocation of Rs. 5,000 Crore under the scheme is proposed to be kept for incentivizing the States on the basis of their legal and infrastructure-based reforms. The disbursal out of the proposed incentivized amount shall be made over and above the fund for the above-mentioned approved activities as well as for any other creative / innovative approach in fire services matters. The fund provisions prescribed for such approved activities will be decided by Ministry of Home Affairs on case to case basis.

#### **Project Monitoring Unit (PMU):**

10. An *in house* Project Monitoring Unit (PMU) will also be set up in the Office of DG (FS, CD & HG) to function as a monitoring mechanism. The PMU will facilitate finalization of State-wise plan as well as handholding advices to them. PMU will also provide assistance to the States in Fire Services matters and help in capacity building of the States. Fund for the PMU shall be met from the remaining Rs. 500 Crore out of the total earmarked allocation. The period of functioning of PMU will be coterminous to the scheme. Services of the above mentioned Experts/ operation staff/ IT staff shall be used as per the requirement besides the above-mentioned purposes. The detail Term of References (ToR) for the selection of the Experts/ operation staff/ IT staff will be prepared separately. Formation of any PMU at State level will not be permissible under the scheme. DG (FS, CD & HG) will prepare an IT-based programme monitoring framework for the programme. It will include all the details of the programme- allocation, expenditure, activities, results and outcome. In addition, DG (FS, CD & HG) will prepare a GIS-based database of all the fire stations, with their capacities and resources. The ceiling for expenditure towards PMU will not exceed 0.5% of Central share of the allocation.

#### **11. Approval mechanism:**

##### **11. 1 For expansion & modernization proposals:**

(a) Sanction of fund to the State Government will be done as per the laid down procedure prescribed under the guidelines for constitution and administration of Preparedness and Capacity Building (P&CB) Funding Window under NDRF /SDRF, which *inter-alia* stipulates (i) processing of the proposal at the level of the Appraisal Committee in NDMA for recommendation; and, (ii) approval of the proposal by Sub Committee-National Executive



Committee (SC-NEC) / High Level Committee (HLC). The composition of HLC and SC-NEC will be same as envisaged in the primary guidelines for NDRF/ SDRF.

(b) States need to submit their proposal to DG (FS, CD & HG) in the Ministry of Home Affairs (MHA) for allocation of fund under the scheme in the prescribed format. The proposal should contain the details of activities proposed under the different categories along with cost structure and time-frame for implementation. The proposal should contain the details of existing level of appliances and equipment, and how the new appliances and equipment would help augment the capacity of these fire stations. DG (FS, CD & HG), before placing the proposal for recommendation by the Appraisal Committee in the NDMA, will vet such proposals through PMU for the following issues:-

- (i) The proposal should be for permissible activities and laid-down equipment;
- (ii) Necessity of items/equipment to be procured by the States are vetted;
- (iii) Reasonableness of cost of the equipment in the project proposal;
- (iv) Salary of the employees under the projects is not part of the project. Salaries of employees are exclusively borne by the respective State;
- (v) The States must agree to contribute 25% (10% for NEH States) of the total cost of the proposal; and,
- (vi) In case the project cost exceeds the pro-rata share of funds laid down for the State, the difference will be borne by the respective State.

(c) Each proposal will be processed at the level of the Appraisal Committee in NDMA for recommendation and subsequently for approval of the proposal by the SC-NEC / HLC, as the case may be.

(d) After the project is approved, the funds would be disbursed in installments as specified in the proposal. Disbursement of funds after first allocation / release would be linked to the deliverables and Utilization Certificates.

(e) Upon the approval of the SC-NEC / HLC, Department of Expenditure, Ministry of Finance, will release assistance from the P&CB funding window of the NDRF to the concerned State Governments based on the recommendations of the MHA. Procedure, as *in vogue* for release of funds under the NDRF, shall apply to "Expansion and Modernization of Fire Services" under Preparedness and Capacity Building Funding Window also.

#### **11.2 Approval mechanism for incentivization :**

a) For the purpose of fund allocation from remaining Rs. 500 Crore, kept in the form of incentivizing the States, a Screening Committee will be formed with members from NDMA, DG (FS, CD & HG) and Disaster Management Division, MHA.

b) The designated Screening Committee will process the case for incentive based fund provisions to the States to MHA.

c) After recommendation of the Screening Committee, the proposal will be approved by the MHA. Procedure as in vogue for release of fund under NDRF shall be applied for release of fund for incentivizing States.

d) Upon approval, D/o Expenditure, Ministry of Finance, will release funds to the States out of Rs. 500 Crore of the earmark allocation of P&CB funding window under NDRF.

#### **11.3 Procurement**

The procurement of equipment should follow the procurement rules laid down by the State Government / GeM. All the procurements must be made based on competitive bidding.