

Islamic Republic of Afghanistan

DEPARTMENT FOR DISASTER PREPAREDNESS

# Guidelines for Preparing Disaster Management Plan for Ministries

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National Disaster Management Plan Dissemination for Community Based Disaster Management

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# Guidelines for Preparing Disaster Management Plan for Ministries

## Introduction

National Disaster Management Plan for Afghanistan had been developed by Sustainable Environment and Ecological Development Society (SEEDS) in 2003 for the Department for Disaster Preparedness (DDP) of the Islamic Republic of Afghanistan, with the support of United Nations Assistance Mission for Afghanistan (UNAMA). The National Disaster Management Plan was approved by the Ministerial Advisory Committee in 2004. The implementation of the National Disaster Management Plan commenced through UNAMA AETF-4015 Project: National Disaster Management Plan Dissemination for Community Based Disaster Management.

Under this project, a workshop on “National Disaster Management Plan” was held in Kabul on June 28-30, 2005 in which representatives from main National Ministries responsible for disaster management in Afghanistan participated. The participants were introduced to the National Disaster Management Plan and they were trained in preparing disaster management plan for their ministries. Though some ministries have attempted to prepare draft plan for disaster management for their ministries, it has been realized that they will need more guidance to prepare a comprehensive disaster management plan.

These “guidelines for preparing disaster management plan for ministries” can be followed by the ministries and comprehensive plan developed.

## Ministry Disaster Management Plan

National Disaster Management Plan that has been approved by the Ministerial Advisory Committee in 2004 identifies the ministries responsible for disaster management in Afghanistan and provides the list of actions to be taken by each ministry for mitigation, prevention, preparedness and response. The ministerial plans are basically concerned with how the roles and responsibilities assigned to them in the national plan will be carried out. The necessary policy and legal frame work for carrying out the responsibilities vested has to be identified; and if not available, policy and legal framework will have to be developed by the ministry. The activities to be carried out as part of the mitigation measures which include structural and non-structural measures, should be identified. The duties and responsibilities of various departments and agencies within the ministry should be clearly spelt out in the plan and necessary administrative orders should be issued. Requirement in terms of manpower, equipment and funds will have to be worked out and the sources from which they can be made available should be identified.

## Format for Ministry Disaster Management Plan

Planning is a process to clearly define Goals and Objectives and formulate Strategies to achieve it. A plan should define: What actions should be taken; Who should take action; When should action be taken and completed; What are the resources needed for taking action; and Whether additional training is needed for taking action.

A Disaster Management Plan aims to achieve the following objectives: Prevention and Reduction of disaster risk; Mitigation of disaster impacts; Preparation for effective response to disaster to save lives, minimize loss and property damage; and Quick recovery from disaster impacts.

Suggested format for the disaster management plan for a ministry is as follows:

### Objectives

The objectives of the disaster management plan of the ministry should be listed covering the subject of responsibility of the ministry.

For example, the objectives of the Ministry of Public Health could be as follows:

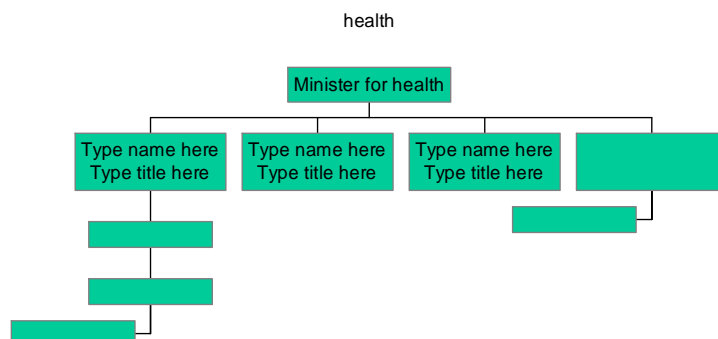
- To save lives by effective medical response
- Effective treatment of persons injured in disasters
- Prevention of health related disasters and epidemics
- To keep all health infrastructure, equipment and personnel in a state of readiness for response
- To conduct trainings and capacity building for effective prevention, mitigation and response for disasters

### Authority

Refer the national law on disaster management and the national disaster management plan that provide legal authority to the ministry. Any other specific policy or law enacted by the ministry can be referred in this section.

### Organizational Framework

Describe the organizational structure for implementation of the plan and coordination with all agencies. Provide the organizational structure with a flow chart and hierarchy



### **Socio-economic Profile of area/jurisdiction**

Describe the socio-economic profile of area/jurisdiction of the subject of responsibility of the ministry.

### **Hazard Risk and Vulnerability Assessment**

Identify risk level of hazard for the subject of responsibility of the ministry; describe vulnerabilities in brief. Provide details with maps in Annexure.

For example, in the case of Ministry of Public Health, the hazards could be as follows:

- Epidemics and other health disasters which are major in nature
- Flood, landslide, earthquake, avalanche, which require medical response

The vulnerabilities in case of Ministry of Public Health could include poor health facilities, poor sanitary conditions, poor transportation, inadequate communication, etc.

### **History of Past Disasters**

List past disasters relevant to the ministry with information on losses and damages. This will be useful for focusing attention to specific disasters or specific geographic areas that fall under the jurisdiction of the ministry.

Details of disasters can be presented in a tabular format as follows:

<b>Nature of the disaster</b>	<b>year</b>	<b>Area/ region affected</b>	<b>Lives lost</b>	<b>injured</b>	<b>Loss of property</b>

### **Levels of Disaster**

Define the levels of disasters and response mechanism in the ministry as district level disaster, province level disaster, and national level disaster as follows:

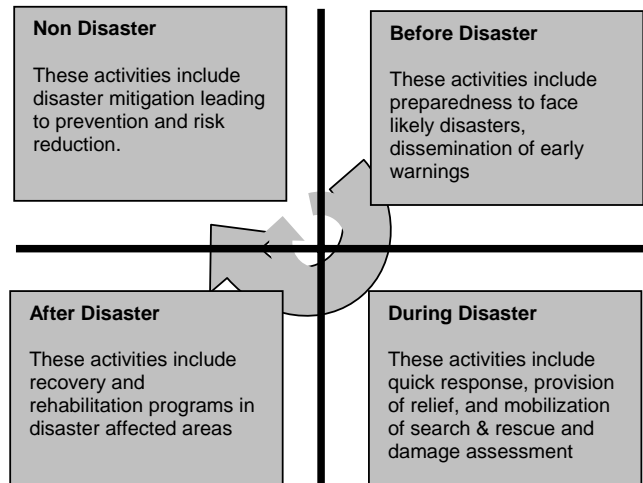
District level Disaster	A disaster within the capabilities of the District Administration to deal with
Province Level Disaster	A disaster within the capabilities of the Province Government to deal with
National Level Disaster	A disaster requiring major direct intervention of the National Ministry

For each level of disaster, the role of authorities at various levels can be defined in a matrix format as given below:

Level of disaster	Responsibility of response	Role of district set up	Role of provincial setup	Role of the ministry
District level Disaster				
Province Level Disaster				
National Level Disaster				

### **Disaster Cycle**

Consider the activities of disaster management in four stages of disaster, namely, non-disaster time, before disaster, during disaster and after disaster as follows:



### **Stakeholders and their roles**

The ministry should identify all stakeholders who have a role to play in disaster management. Role of each of the stakeholders should be defined. The role of each agency can be specified in a table.

Name of the agency	Normal duty	Role during disasters	Remarks

For the health ministry, the stakeholders are various directorates of the ministry, hospitals, primary health units, private sector hospitals, individual private practitioners, world health organization, UNICEF, NGOs, and communities.

The role and responsibility of the health ministry could include the following:

- Evolving adequate policy for effective prevention of health disasters
- Co ordination with various agencies involved in rescue and relief activities at the national level
- Appointment of adequate number of medical and paramedical personnel for effective mitigation and response
- Procurement of equipment, medicines and consumables before the disaster and if needed during and after the disaster
- Arranging transportation of doctors and other health personnel to the affected areas along with adequate medicine and other consumables
- To enable the identification and preparation of a database containing the list of private hospitals, expert doctors and specialists
- Identify the voluntary organizations which are involved in health sector
- Getting health disaster management plans prepared at the provincial and district level

### ***Mapping of Resources***

All resources available with the government as well as outside the government under the jurisdiction of the ministry should be collected. This will be useful for planning to seek additional resources. This list will also help to locate the needed facility at the disaster response time. The facility-at-a-glance can be given in a tabular format and province wise details can be provided in Annexure.

For the health ministry, the resources will be the health facilities as shown in the following tables.

#### **Resources within the Government**

Name of the province	Hospitals	Primary health centers	Medical colleges	General physicians	Surgeons	Specialists	remarks

#### **Resources outside the Government**

Name of the province	Hospitals	Clinics	General physicians	Surgeons	specialists

## ***Prevention and Mitigation Planning***

Prevention is taking measures in order to avoid an event turning into a disaster. For example, planting trees prevents erosion and landslides. It can also prevent drought. Mitigation is taking measures that reduce vulnerability to certain hazards. For example, there are building techniques that ensure that our houses, schools or hospitals will not be destroyed by an earthquake.

Disaster mitigation planning will comprise all activities that can be done for risk reduction. Such activities that need to be undertaken by each department of the ministry should be identified and compiled. These activities can be planned after ascertaining the condition and status of infrastructure, equipment and manpower at the disposal of each department. The activities may include creation of any new infrastructure facility for risk reduction, repair, retrofitting or upgrading of existing infrastructures; procurement, hiring, or repairing of equipment; recruitment, hiring, and training of volunteers or specialized manpower; and preparation and dissemination of awareness raising and training materials focusing various target groups.

Prevention and mitigation activities should be carried out with the normal staff while rescue, relief and recovery will need outside resources. Normally in disaster management plans pre-disaster activities are ignored or given less importance. In such incomplete plans only a brief outline of the activities to be undertaken are provided without clearly providing for funds or spelling out the responsibilities. The mitigation plan should consist of the objectives and goals and the necessary strategy to be adopted along with a realistic time frame. The sub-activities and the agencies responsible should also be mentioned in the plan. The plan should also identify the necessary policy and legal framework, which provides the agency the mandate to carry out such activities. If they need a new policy or a legal framework it should also be identified and the time frame within which such a framework will be provided should also be worked out and mentioned in the plan. It is needless to say administrative orders wherever required should be issued.

The most important aspect of the mitigation plan should be provision of funds for the activity and how it will be provided. Disaster mitigation plan cannot be a stand-alone activity. The plan should also mention how mitigation will be integrated with the normal working of the ministry and the special programs or projects undertaken will be integrated with the normal activity of the ministry and made sustainable.

In the case of Health Ministry, building new health facilities if necessary in the disaster prone areas, assess the medical response capability in the area and assess the requirement and feasibility and set up hospitals, PHCs or mobile units etc.

Retrofitting and up gradation: conduct a survey for the structural safety of the health sector buildings in the earthquake prone areas. Identify the vulnerable buildings and making them safe by retrofitting. Similarly the health buildings in the flood prone areas should be identified and necessary mitigation measures like relocation, or strengthening etc., should be done.

**Infrastructure facilities**

Name of the province	Facility for be built/ created / repair/ retrofitting/ upgradation	Location	Size and requirements	Cost estimates	Reason for demand

**Equipment requirements**

Identify the requirements of equipment including vehicle for effective medical response and take stock of the existing equipment , vehicle etc and arrive at the gap- necessary strategy for closing the gap should be done by purchase, hire, or even requisitioning them from private resources.

Equipment required	purpose	Where is it to be given	Cost	To be procured	To be hired	To be requisitioned from private

**Manpower requirements**

Personnel requirement including doctors, specialists, supporting medical staff should be done for effective disaster management, the existing manpower should be assessed and the gap should be calculated. The method of closing the gap by recruiting, hiring or taking private sector help including volunteers should be worked out in the plan.

Type of personnel required	Number	To be recruited	To be made available from private	Volunteers	Estimated expenditure

**IEC materials**

The ministry should plan what manuals and guidelines are needed for training for officials and staff, and what awareness materials like pamphlets, posters, booklets, videos, radio programs, etc., are needed. The planning process should include who are the target audience for each of the materials (Specific community, students, General public, Government employees, women, children), who will prepare them, when will it be done, how much will it cost, and how to distribute the materials.

For the health ministry, the following manuals are necessary:

- First aid manual for health workers and volunteers,
- Emergency medical response manual, manual for prevention of epidemics, etc

- Manuals for nurses, paramedical staff, doctors and various other actors such as volunteers etc

Type of manual required	For whom	How many to printed	How to be distributed	Estimated cost	remarks
Manuals					
Guidelines					
Pamphlets					
Booklets					
Posters					
Video					
Audio					

### Training and capacity building

The ministry should assess the existing capacity of officials and identify the needs for training and plan to conduct the trainings needed.

The health ministry should assess the existing capability of the officers, doctors and staff, and identify the gaps for effective response and plan out the training program. They should identify the agency which can provide training. The training materials should be prepared and the training should be conducted.

Category which needs training	Type of training	Estimated cost	Remarks

### ***Emergency Management Planning***

The next part of the plan should focus on the preparedness and emergency response.

#### **Preparedness Planning**

Preparedness activities will comprise all activities of keeping the manpower and equipment required for response in a state of readiness to meet the response and immediate relief requirements in the event of a disaster. The activities may include training, mock drills, evacuation, pre-positioning of relief materials, etc. This manpower and equipment resource base should contain what is readily available with government and what should be requested from outside.

The objectives of preparedness plan are:

- Maintaining existing emergency management capability in readiness
- Preventing emergency management capabilities from themselves falling victim to emergencies
- Augmenting the emergency management capability if possible

Preparedness planning involves the following steps:

- Assignment of responsibilities
- Classification/cataloguing of resources
- Training, education and awareness
- Practice drills
- Evaluation of experiences

As part of the preparedness measure the existing resources should be identified and augmentation of the same if required should also be worked out. Training, capacity building and maintenance and responsible agencies should also be mentioned. The budget for the same should also be provided in the plan.

The sources outside the government will include non-governmental agencies, private industrial houses, neighbouring countries, volunteers and international community. The database of what is available within the country, list of NGOs with their expertise and details about mobilization of volunteers should also be part of the plan. If the country is willing to avail help from other countries and international community then the protocols for availing such help and the co-coordinating agency should be pre-identified and mentioned in the plan.

Activity to be undertaken	Agency responsible	Time schedule	Manpower requirement	Equipment requirement	Estimated Cost
Training and capacity building					
Procurement of essential material for relief					
Testing of equipment					
Conduct of mock drill					
Early warning of communities					
Evacuation to safe places					
Procurement of equipment					

**Testing of equipment when and how:** the equipment available should be checked once in a year – may be every January or so and certificate of fitness should be issued. The competent authority or authorities for carrying out this activity should be identified and mentioned in the plan.

**Repairs to equipment, procurement, hire or contracting:** if the equipment is found dysfunctional then repairs should be made and kept ready.

Type of equipment	location	Checking and certifying authority	Time of testing	Requirement of repair	Estimated cost	Source of funds

In the case of health ministry, additional responsibility will be to plan vaccination or immunization etc depending on the requirement of the season – in which areas the activity has to be carried out, who will do it, when will it be done.

**Meeting with NGOs and other stake holders:** – allocation of clear cut roles and responsibilities: periodic meeting with NGOs, private sector, experts outside the government etc. Details regarding when and where the meetings will be held and what are the issues which will be taken up should also be mentioned in the plan.

### Response Planning

Disasters are of two types, those that have a prior warning such as floods, cyclones, etc., and those which strike without prior warning such as earthquake, flash flood etc. Many disasters are of seasonal nature such as flood, cyclone etc. Depending on whether a disaster is seasonal or not, the role and duties of the department should be worked out for pre-disaster stage. If the disaster has a prior warning stage the various activities to be undertaken before occurrence of the event should be mentioned (for example cleaning of drains or water channels before the rainy season or vaccination or immunization before rainy or flood season etc).

If the disaster has a warning stage then the method of alerting the administrative machinery, volunteers and the communities should be mentioned in the plan along with an evacuation plan if necessary. The method of moving or shifting the response teams etc., near to the area where rescue is needed should be pre-identified.

The main thrust area of the response portion of the plan is post-disaster search, rescue and relief. What should be done, who will do it, when and how it will be done should be clearly covered in the plan. (If necessary, a matrix format can be used). Though this portion varies from ministry to ministry there are certain general details, which should be covered in every plan such as mobilization of resources, co-ordination with the EOC, reporting system etc. For the purpose of emergency response a Standard Operating Procedure (SOP) should be evolved which should become part of the plan.

### Task-Responsibility Matrix

A Task-Responsibility Matrix for disaster response will be useful for emergency response planning. For a forecastable disaster such as due to flood or cyclone, the task-responsibility matrix shall spell out what actions should be taken and who should take action from 72 hours before the disaster strikes

up to 72 hours after the event. For a non-forecastable disaster the matrix shall list the actions from 15 minutes after the event takes place up to 72 hours after the event. Task-Responsibility Matrix formats for both the cases are given below.

**Task-Responsibility Matrix for forecastable Disaster such as flood, cyclone, etc**

<i><b>Time Frame</b></i>	<i><b>Activity</b></i>	<i><b>Responsibility</b></i>
D - 72 hours		
D - 48 hrs		
D - 24 hrs		
D - 12 hrs		
D + 15 minutes		
D +30 minutes		
D+ 1 hr		
D + 2 hrs		
D + 3 hrs		
D + 6 hrs		
D + 12 hrs		
D + 24 hrs		
D + 48 hrs		
D + 72 hrs		

**Task-Responsibility Matrix for non-forecastable disasters such as earthquake, fire, accidents**

<i><b>Time Frame</b></i>	<i><b>Activity</b></i>	<i><b>Responsibility</b></i>
D + 15 minutes		
D +30 minutes		
D+ 1 hr		
D + 2 hrs		
D + 3 hrs		
D + 6 hrs		
D + 12 hrs		
D + 24 hrs		
D + 48 hrs		
D + 72 hrs		

## **Relief and Recovery Plan**

The relief and recovery plan should contain the following details:

- Give a statement of relief and rehabilitation policies
- Identify relief activities for the short term and for the medium term
- Damage and Loss Assessment including environment impacts assessment
- Identified recovery activities – restoration, rehabilitation & reconstruction
- Roles/Responsibility for relief and recovery

## **Testing, Review & Updating**

After preparing the plan, it needs to be tested to:

- Determine the feasibility and compatibility of facilities and procedures
- Identify areas in the plan that needs modification
- Identify training/resource needs
- Update plan

### **Mock-drills**

Periodic mock drills should be conducted wherever necessary and the plan should be tested. The plan should be revised after each mock drill taking into account the lessons learnt from the drill. Apart from the revision done the plan should also be updated on a periodic basis. The plan should also be reviewed after every major disaster in order to improve the plan using the lessons learnt during the disaster.

### **Review and updating of the plan**

The plan should also contain details about when and how this plan will be tested, and updated.

**When and by whom?:** The plan should be tested and updated on a regular basis. A fixed time schedule for testing and updating of the plan should be done. The agency responsible for testing and updating the plan should be identified with clear time schedule should also be mentioned in the plan. The following statement should be included in the plan.

The ministry disaster management plan will be tested and updated by \_\_\_\_\_ (*specify the name of agency*) \_\_\_\_\_. The plan will be tested every year in the month of \_\_\_\_\_ (*specify month*) \_\_\_\_\_ and updating of the plan will be completed by \_\_\_\_\_ (*specify month*) \_\_\_\_\_ every year.

## **Budget**

Once all the mitigation and preparedness measures are identified the estimated budget for each activity should be prepared and finally the total budget for the entire mitigation phase should be

arrived at. The sources of funding should also be worked out. Some of the activities can be taken up in the regular budget of the ministry and the additional requirement should be calculated and it should be taken up with the government for additional grant for mitigation activities.

The budget requirement for ministry disaster management plan is given in the following table.

Name of activity	Estimated cost	Remarks
<b>Cost of disaster mitigation activities</b>		
New infrastructure construction		
Repair of existing infrastructures		
New equipment		
Repair of existing equipment		
Manpower		
Preparation & printing of IEC materials		
<b>Cost of preparedness activities</b>		
Training and capacity building		
Procurement of essential material for relief		
Testing of equipment		
Conduct of mock drill		
Early warning of communities		
Evacuation to safe places		
Procurement of equipment		
<b>Total cost</b>		

### ***Annexure to the Plan***

All details required for effective disaster management should be available as Annexure to the plan.

Some of the annexure required are:

- Hazard risk maps – province-wise
- Contact numbers
- Formats for needs assessment
- Formats for loss and damage assessment
- Details of resources (for Ministry of Public Health, details of health facilities, province wise)
- Details of mitigation measures