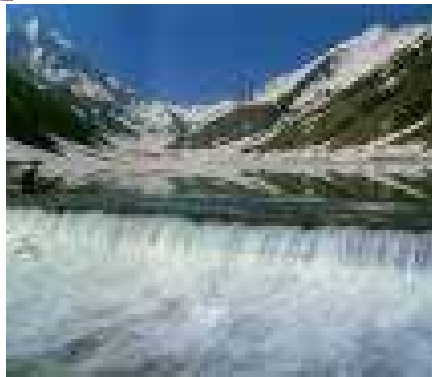




District Disaster Risk Management Planning

GUIDELINES

JULY 2007



National Disaster Management Authority



District Disaster Risk Management Planning Guidelines

1. Introduction

Notifications for establishment of the District Disaster Management Authorities (DDMAs) have been issued by all provincial and state governments as of 30th April 2007 in accordance with the National Disaster Management Ordinance 2006. The broad terms of reference of the DDMAs have been described in the National Disaster Management Ordinance. Important next steps in operationalization of the DDMAs are: i. Organizing the launching meeting in each district, ii). Training the DDMA members; and iii). Developing Disaster Risk Management Plan for the district.

In pursuance of the above objectives, the National Disaster Management Authority (NDMA) has developed following guidelines on the planning process and outcome. NDMA is hopeful that district governments can develop their plans based upon the guidelines provided in this paper. Other stakeholders including NGOs and UN agencies may also like to benefit from these guidelines for the development of district disaster risk management plans. NDMA would be happy to advise to any government entities or other stakeholders working on development of District Disaster Risk management Plans.

The Disaster Risk Management Plans will define priorities and provide guidelines for disaster risk management in the district. The planning is important from two aspects; i. the Output, and ii. the Process. The output of planning process will be the District Disaster Risk Management Plan. This plan will provide strategic directions for disaster risk management, define resources available in the district, and describe SOPs for emergency response by the district government. The process of planning is extremely important, because this will raise awareness of stakeholders about disaster risks and risk management. It is imperative that extensive consultations are undertaken with stakeholders for development of the plan. A plan that is developed without proper stakeholder consultation would not be effective and realistic. Similarly the plan must be disseminated to all stakeholders for their information and for maintenance of interest.

2. Planning authority:

District Disaster Management Authority (DDMA)

3. Purpose of the planning:

- To develop a plan of action for the District Disaster Management Authority and other district stakeholders to set priorities and provide directions for disaster risk management;
- To define the roles of various stakeholders in disaster risk management;
- To raise awareness of stakeholders about disaster risks and the requirements for disaster risk management;



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4. Stakeholders

DDMAs should consult following stakeholders for development of the District Disaster Risk Management Plan:

- All line departments; e.g. agriculture, civil defense, fire services, revenue, irrigation, works and communications, health, social welfare and special education, local army units etc;
- Universities and research institutions located in the district;
- District branch of the Pakistan Red Crescent Society;
- NGOs working on disaster risk management in the district;
- Local media (TV, radio, newspapers, magazines);
- Local business companies and groups;
- Political parties and leadership (government and opposition, *if possible*), District Council;
- Any other key stakeholders

5. Planning process:

Step I: Review of secondary data and literature about:

- Past disasters and their impact on communities and various sectors in the district; e.g. agriculture, health, education, shelter/housing, environment;
- Natural and human induced hazards prevalent in the district (base analysis upon scientific literature and data);
- Vulnerabilities in the district through analysis of demographic trends, urbanization, poverty, construction practices, environmental conditions and availability of critical facilities in various parts of the district;
- Roles currently being played by district departments and stakeholders in disaster preparedness and response;

NOTE: THIS DATA CAN BE GATHERED FROM THE DISTRICT DEPARTMENTS ABOUT THE IMPACT OF PAST DISASTERS, AS WELL AS TEHSIL LEVEL DATA SHOULD BE COLLECTED FROM TEHSIL AUTHORITIES. OTHER SOURCES MAY INCLUDE MEDIA REPORTS, REPORTS FROM NGOS, AND RESEARCH INSTITUTIONS ETC.

Step II: Consultation with district stakeholders about:

- Priority hazards and risks;
- Strategies different stakeholders can adopt for reducing risks (mitigation, preparedness);
- Roles different stakeholders can play in emergency response and recovery;
- Resources available with each stakeholder for emergency response;

Step III: Prepare a draft of the District Disaster Risk Management Plan

- Follow the attached outline for drafting of the Plan;
- Use the information from secondary data review in the Step 1;
- Use the information from stakeholder consultation in the Step 2;

Step IV: Submit the draft to PDMA/NDMA for technical review and advice



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- PDMA/NDMA will review the plan and give feedback to the District Authority about aspects of the plan that need improvement or changes;
- Based upon PDMA/NDMA feedback, the District Authority will revise the plan;

Step V: Circulate the draft plan to following stakeholders for comments and feedback

- Line departments at District, Tehsil, Municipal, Union Council levels (all);
- Pakistan Red Crescent Society;
- NGOs working on disaster risk management in the district;
- Universities and research institutions (engineering, geology, seismology, meteorology, mass communications departments);
- Selected media personnel;
- Business companies and groups;
- Banks, insurance etc
- Political leadership in government and opposition (District Council);

NOTE: GIVE A DEADLINE TO STAKEHOLDERS TO SEND THEIR COMMENTS ON THE DRAFT PLAN.

Step VI: Organize district level workshop to seek comments on the draft plan

- Further to the circulation of draft plan, the DDMA shall organize a district level planning workshop to seek comments on the draft plan;
- In this workshop the District Disaster Management Authority shall present key components of the plan, including priorities for disaster risk management and roles of different departments and get their inputs for any changes, modifications, revisions;
- PDMA/NDMA technical officers can help the District DM Authority in facilitation of the stakeholder consultation workshop;

Step VII: Finalize the district plan based upon stakeholder comments

- After reviewing the comments from various stakeholders, the DDMA should modify/revise the plan as needed. In this regard PDMA/NDMA can provide technical advice;

Step VII: Approval of the Plan

- The plan shall be approved in a meeting of the District Disaster Management Authority;

Step IX: Publish and disseminate the district plan to all relevant stakeholders

- This is a very important part of the plan. The plan must be disseminated to all political leadership (government and opposition), line departments, media, Red Crescent Society, research institutions, NGOs and any other stakeholders which the District Authority deem necessary. This will be very important for raising awareness of stakeholders, as well as in keeping the plan alive. The dissemination should include authorities and stakeholders at Tehsil, Municipal and Union Council levels.
- Drills can be organized by the District Disaster Management Authority for keeping the plan functional;



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Step X: Revision and updating of the Plan

- The plan should be revised and updated every three years at the minimum or after any major disasters based upon lessons learnt from disaster response;



PROPOSED OUTLINE

District Disaster Risk Management Plan

PART I

- List of Acronyms
- Distribution List (the agencies/individuals whom plan will be distributed)
- Planning Authority
- Approval of the Plan
- Amendments to the Plan
- Review and Updates

I. Preface

II. Overview of the district (MAXIMUM 2 PAGES)

This section should provide a brief review of the following:

- **Geography** (climate and vegetation, rainfall patterns, weather patterns, geological features – fault lines, mountain areas, rivers, deserts),
- **Demography** (size, growth trends, quality of human resources),
- **Economy** (key sectors, percentage of their share in economy, growth and development trends), Infrastructure and services (roads, telecommunications, hospitals, educational institutions, water sanitation etc),
- **Shelter** (number and types),
- **Society** (religious, ethnic groups, social structure, situation of cohesion/conflict),
- **Political system** (local government system etc)
- **Administrative system** (administrative units, number of tehsils, villages) in the district.

The section should also provide analysis on issues and challenges in sustainable development of the district.

III. Disaster risks in the district

This section should discuss disasters occurred over the past two to three decades or beyond and their impact upon communities and development sectors in the district. The section should also discuss about other hazards that have the potential to occur and cause catastrophes. This should include review of both natural and human induced hazards. Hazard analysis can include discussion about history of disasters and hazard/s and causes, and severity and seasonality of various hazards.

The section should provide information about the exposure level of various villages and cities that fall in high hazard risk zones. A vulnerability analysis in the section should discuss about various social groups, infrastructure, properties, and environmental resources that are vulnerable to the impact of various hazards in the district. The intention here is not to be 100 % accurate, but to have a common understanding amongst stakeholders on priority sectors. The vulnerabilities can be



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related to the lack of institutional mechanisms, lack of awareness, lack of technical capacities and the will-to-do. The vulnerabilities can be categorized as i. physical/material (including economic), ii. Social/organizational, and iii. attitudinal/behavioral.

Analysis of capacities and resources available with district government and stakeholders to reduce disaster risks and to organize response should be done. Capacities can refer to policies, institutions, equipment, trained man-power, financial resources that the district stakeholders can allocate to disaster risk management. Emphasis of this analysis shall be more on the qualitative aspects of capacity with quantitative information. It will be useful to have an inventory of resources with each department/stakeholder. The inventory of resources can be included in the plan as an annex.

This section should also describe major trends and forces that push people to live in vulnerable conditions and lead towards generation of new hazards and intensification of existing hazards; e.g. population growth, industrialization, climate change, globalization or any other major trends.

The analysis should include description of priority hazards and future disaster risk scenarios based upon discussion of hazards and vulnerabilities.

IV. Vision, mission and objectives

Based upon an analysis in the above sections, this section should define the vision of district government for safer and sustainable development with regards to disaster risk management. It should also discuss the mission and objectives in order to achieve the vision. A brief description of these terms is given as below.

VISION: Vision is a statement, which indicates the intent of the district government what it wants to achieve OR where it wants to arrive in terms of disaster risk management. A vision statement is better kept simple and communicative. For example the vision statement for a municipality can be “CLEAN CITY”.

MISSION: A Mission Statement is more time specific, then the VISION. The Mission Statement should describe the strategy by which the District Authority will achieve its vision.

OBJECTIVES: Objectives define a set of strategic interventions that will be made by the District Authority in order to achieve the mission and contribute to the achievement of the Vision. The Objectives are time bound.

V. Priority strategies for disaster risk management

This section should describe the strategies and interventions that the District Disaster Management Authority (DDMA) and other stakeholders will implement in order to reduce disaster risks, prepare for, respond to and recover from them. This may include developing new legislation, policies, establishing committees and networks, undertaking research, strengthening early warning system, implementing mitigation programs, raising awareness, and conducting training. Both structural and non-structural kind of strategies shall be identified. Care should be taken to ensure that strategies



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are identified with regards to all three phases of disaster risk management; e.g. risk reduction (mitigation), preparedness/response and recovery. Emphasis should be given on identification of

strategies for priority hazards in the district as agreed by the stakeholders. The strategies should be identified for each priority hazard; e.g. drought, flood, earthquake, industrial accidents etc. The priority hazards in the district might be the hazards which have caused great damage and losses in the past, or which stakeholders believe have the potential to do so in future. The priorities should be defined for the next three to five (3-5) years period.

VII. Structure for disaster risk management and key stakeholders

This section should describe the organizational structure that would exist at the District, Tehsil, Municipality, Union Council and community levels for disaster risk management; e.g. the District Disaster Management Authority. It should include information about composition of the above institutions and their functions. Composition and functions of above institutions are given in the National Disaster Management Ordinance, 2006 and in the National Disaster Risk Management Framework. However, district stakeholders may identify other functions for these institutions which they consider as important.

A list of other key stakeholders in the district should be included, who have an important role in disaster risk management. A description of their functions regarding disaster risk management shall also be covered here. These key stakeholders may include the following:

- All line departments, and including police, military, fire services, civil defense, ambulance services, existing at the district, tehsil, municipal and union council levels
- Pakistan Red Crescent Society
- Academic and Research Institutions
- NGOs
- Religious organizations
- Private Sector (business groups, associations)
- Professional associations (engineers, teachers, masons etc)
- Media
- Banks, insurance
- District Council

VIII. SOPs regarding involvement of various stakeholders in disaster response

District Disaster Management Authority (DDMA) will engage in organizing emergency response in case local authorities and communities are overwhelmed by a disaster event. SOPs should briefly describe the following:

- Definition of disaster situations in which District Authority will get involved;
- Procedures for request to District DM Authority for its involvement in disaster response;
- Receipt of warning and warning dissemination;



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- Process to access financial and technical resources (*departments and stakeholders*) by the District Authority for emergency response;
- Roles and responsibilities of departments and stakeholders in emergency response;
- Information management and dissemination strategy;
- Media management strategy during emergency response;
- Request for Provincial Government's Assistance

IX. Inventory of resources available with stakeholders for disaster response

In this section, the physical, technical and financial resources that are available with different departments and stakeholders should be enlisted (*number, type, location, condition etc*), which could be utilized for emergency response, when needed. A list of departmental focal points with contact details should also be prepared.

X. Simulations and drills

- Responsibility for organizing district drills
- Schedule for organizing drills
- Resources for organizing drills

XI. Annexes

Any relevant documents, policies, laws, sectoral plans or other information which are important should be included in the annexes. These may include following.

- Directory of departmental focal points for emergency response
- Laws and policies related to disaster risk management
- Hazard maps for the district
- List of machinery & equipment available in the district with different stakeholders
- Specialized teams available and their capacities
- Volunteers
- List of NGOs in the district
- List of emergency supplies needed
- Contacts for emergency suppliers
- Radio & TV stations contacts
- Definitions of commonly used terms
- Formats for post disaster damage, needs and capacity assessment
