

## **GUIDELINES**

### **Preparation of Provincial Disaster Risk Management Plans**

MARCH 2007

#### **1. Introduction**

The Provincial Disaster Management Commissions and Provincial Disaster Management Authorities are being established in all provinces in accordance with the National Disaster Management Ordinance 2006. There is a need to develop Provincial Disaster Risk Management Plans, which should define priorities and provide guidelines for disaster risk management in the provinces. The planning is important from two aspects, i. the Output, and ii. the Process. The output of the planning is the Provincial Disaster Risk Management Plan. This plan should provide strategic guidelines for disaster risk management and define resources and SOPs emergency response by the provincial government. However, the process of planning is more important, because this will raise awareness of stakeholders about disaster risks and risk management. It is extremely important that extensive consultations are undertaken with stakeholders for development of the plan. A plan that is developed without stakeholder consultation or through cosmetic consultations would not be effective and realistic. Similarly dissemination of the Plan amongst all stakeholders would be essential for their information and maintenance of interest.

National Disaster Management Authority (NDMA) has developed the following guidelines on the planning process and outcome. NDMA is hopeful that provincial governments can develop their plans based upon the guidelines provided in this paper. NDMA would be willing to provide support in organizing consultations with provincial stakeholders and in reviewing the draft plans.

#### **2. Planning authority:**

Provincial (regional) Disaster Management Authority or Provincial Relief Commissioner;

#### **3. Purpose of the planning:**

- To develop a plan of action for the Provincial Disaster Management Authority and provincial stakeholders covering strategies and priorities for risk reduction, response and recovery;
- To define the roles of various provincial stakeholders in disaster risk management;
- To raise awareness of provincial stakeholders about disaster risks and the requirements for disaster risk management;

#### **4. Stakeholders**

PDMA's should consult following stakeholders for the development of the Provincial Disaster Management Plan:

- All provincial ministries;
- Provincial departments (e.g. fire services, police, arid zone research institutions, WAPDA, civil defense etc);
- Universities and research institutions;
- Pakistan Red Crescent Society;
- Provincial NGOs working on disaster management;
- Media (TV, Radio, newspapers, magazines);
- Political parties and leadership (government and opposition, *if possible*);

## **5. Planning process:**

### **Step I: Review of secondary data and literature about:**

- Impact of past disasters in the province on communities and various sectors; e.g. agriculture, health, education, shelter, environment;
- Natural and human induced hazards prevalent in the province;
- Vulnerabilities in the province through analysis of demographic trends, urbanization, poverty, construction practices, environmental conditions and availability of critical facilities in various parts of the province;
- Current role of provincial departments and stakeholders in disaster preparedness and response;

**NOTE:** THIS DATA CAN BE GATHERED FROM THE PROVINCIAL DEPARTMENTS ABOUT THE IMPACT OF PAST DISASTERS, AS WELL AS DISTRICT LEVEL DATA CAN BE COLLECTED FROM DISTRICT AUTHORITIES.

### **Step II: Consultation with provincial stakeholders about:**

- Priority hazards and risks;
- Strategies different stakeholders can adopt for reducing risks;
- 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 Provincial Disaster Risk Management Plan**

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

### **Step IV: Submit the draft to NDMA for technical review and advice**

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

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

- Provincial ministries (all);
- Provincial and local departments (e.g. civil defense, fire services, WAPDA, police, rangers, arid zone research institutes, any others);
- Civil society organizations: Pakistan Red Crescent Society, NGOs working on disaster risk management;

- Universities and research institutions (engineering, geology, seismology, meteorology, mass communications departments);
- Selected media personnel to seek their feedback;
- Political leadership in government and opposition;

**NOTE:** GIVE A DEADLINE TO STAKEHOLDERS TO SEND THEIR COMMENTS

**Step VI: Organize provincial workshop to seek comments on the draft plan**

- In this workshop the Provincial Disaster Management Authority can present the key components of the plan, including priorities for risk management and roles of different departments and get their inputs for any changes, modifications, revisions;
- NDMA technical advisors can help the Provincial DM Authority in facilitation of the stakeholder consultation workshop;

**Step VII: Finalize the provincial plan based upon stakeholder comments**

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

**Step VII: Approval of the Plan**

- The plan shall be approved by the Provincial Disaster Management Commission;

**Step IX: Publish and disseminate the Provincial 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), provincial ministries, departments, media, Red Crescent Society, research institutions, NGOs and any other stakeholders which the Provincial Commission and the Provincial Authority deem necessary. This will be very important for raising awareness of stakeholders, as well as in keeping the plan alive;
- Drills can be organized by the Provincial Authority for keeping the plan functional;

**Step X: Revision and updating of the Plan**

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

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## PROPOSED OUTLINE

### Provincial Disaster Risk Management Plan

The plan can be prepared in two parts. The Part I will deal with general background and strategies for disaster risk management, while the Part II will focus on Standard Operating Procedures (SOPs) and Resources for Emergency Response.

#### 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 province (MAXIMUM 2-3 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** (provincial and local government system)
- **Administrative system** (administrative units, number of districts, tehsils, villages) in the province.

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

#### III. Disaster risks in the province

This section should discuss past disasters since 1947 and their impact upon communities, districts and upon development sectors in the province. The section should also discuss about other hazards that have the potential to 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, severity and seasonality of various hazards.

The section should provide information about the exposure level of various regions, districts 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. The intention here is not to be 100 % accurate, but to have a common understanding amongst stakeholders on priority sectors. The vulnerabilities can be related to the lack of institutional mechanisms, awareness, technical capacities and the will-to-do. The vulnerabilities can be defined as socio-economic and physical/material vulnerabilities.

Similarly analysis of the capacities and resources of the provincial government and stakeholders to reduce disaster risks and respond to disasters should be done. Capacities can refer to the policies, institutions, equipment, trained man-power, financial resources that the provincial stakeholders can allocate to disaster risk management. The emphasis of this analysis shall be more on the qualitative aspects of capacity with quantitative information, but not to inventory all the resources. The inventory of resources can be included in the plan as an annex.

The section can also describe the 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.

### **III. Challenge and opportunities for disaster risk management**

This section should discuss the potential challenges that might be confronted while developing capacities and systems for disaster risk management. It should also identify any opportunities that exist within various sectors in the province and beyond that can be used to promote disaster risk management.

### **IV. Vision, mission and objectives**

Based upon an analysis in the above sections, this section should define the vision of provincial 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 provincial 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 LAHORE”.

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

OBJECTIVES: Objectives define a set of strategic interventions that will be made by the Provincial 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 Provincial Disaster Management Authority (PDMA) 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 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 province 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 province 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 five to ten (5-10) years period.

## **VII. Structure for disaster risk management and key stakeholders**

This section should describe the organizational structure that would exist at the Provincial, District, Tehsil, Union and community levels for disaster risk management; e.g. the Provincial Disaster Management Commission, Provincial Disaster Management Authority, 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 and the National Disaster Risk Management Framework. However, provincial stakeholder may identify other functions for these institutions which they consider as important.

A list of other key stakeholders in the province 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 provincial line ministries
- Pakistan Red Crescent Society
- Academic and Research Institutions
- Water And Power Development Authority (WAPDA)
- National and international NGOs
- Religious organizations
- Private Sector
- Police
- Military
- Fire Services
- Civil Defense
- Ambulance Services
- Civil Aviation Authority
- Water and Sanitation Authority
- Meteorological Department
- UN Agencies

## **PART II:**

### **1. SOPs regarding involvement of various stakeholders in disaster response**

Provincial Disaster Management Authority (PDMA) might have to engage in organizing emergency response in case local and district authorities are overwhelmed in a disaster. SOPs should briefly describe the following:

- Definition of disaster situations in which Provincial Authority will get involved;
- Procedures for request to Provincial DM Authority for its involvement in disaster response;
- Receipt of warning and warning dissemination
- Process to access financial and technical resources (*from the provincial government and from individual departments*) by the Provincial Authority in order to organize emergency response;
- Roles and responsibilities of various departments and agencies in emergency response;
- Information management and dissemination strategy for emergency response;
- Media management strategy during emergency response;
- Request for Federal Government's Assistance

### **II. Inventory of resources available with stakeholders for disaster response**

In this section, the physical, technical and financial resources that are available with different departments 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 given.

### **III. Simulations and drills**

- Responsibility for organizing provincial drills
- Schedule for organizing drills
- Resources for organizing drills

### **IV. Annexes**

Any relevant documents, policies, laws, sectoral plans or other information which is useful could 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 province
- List of machinery & equipment available in the province with different stakeholders
- Specialized teams available and their capacities
- Volunteers
- List of NGOs in the province
- 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

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