

**DISASTER MANAGEMENT TRAINING
PROGRAM**

**Model for a National
Disaster Management
Structure, Preparedness
Plan, and Supporting
Legislation**

Prepared by InterWorks
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Model for a National Disaster Management Structure, Preparedness Plan, and Supporting Legislation

Table of Contents

INTRODUCTION	1
DISASTER MANAGEMENT MODELS.....	1
1. MODELS OF DISASTER MANAGEMENT STRUCTURES AT THE NATIONAL LEVELS	3
2. LOCATION OF THE NATIONAL DISASTER MANAGEMENT OFFICE.....	4
3. LEVELS OF GOVERNMENT	5
4. LINKAGES BETWEEN MITIGATION, PREPAREDNESS, RELIEF AND RECONSTRUCTION	6
5. LINKS WITH NGOS AND THE RED CROSS/RED CRESCENT SOCIETIES.....	7
6. POLITICAL CONSENSUS.....	8
7. THE PREPAREDNESS PLAN	8
8. LEGISLATION AND POLICY	10

Introduction

Much of this paper is based on a 1993 study of disaster management models from seven disaster prone countries (Bangladesh, Colombia, Jamaica, Tanzania, Trinidad and Tobago, Turkey and Zimbabwe). That study distilled lessons learned and identified key issues to be considered when establishing or revising a national disaster management system. The structure of this paper follows the key issues identified in this study. The study is elaborated upon by the findings from the IGAD-FAO project on disaster preparedness, concluded in 1998, as well as material from other resources listed at the end of this paper. (IGAD countries are Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan, and Uganda.)

Disaster Management Models

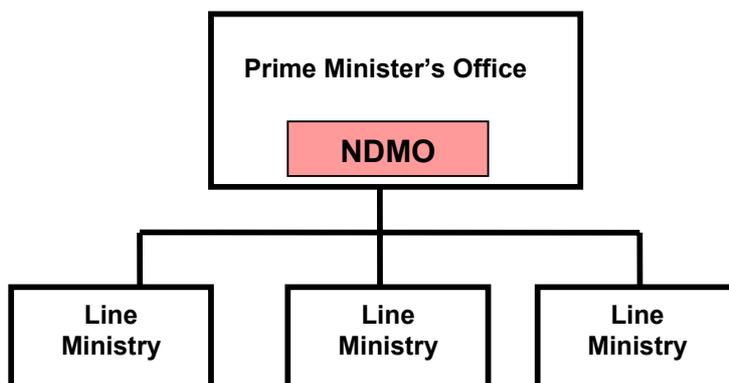
The “Model” as discussed in this paper includes the institutional structure and institutional linkages which comprises *a formal system of disaster management*, as well as the support for the operation of the system including the national preparedness plan or strategy, and supporting legislation. The key components to be considered in the design of a model are:

1. **Focal Point** - The focal point is the key agency that has the authority and resources to coordinate all related bodies for disaster management such as ministries, international donor agencies, NGOs and the private sector. The focal point agency needs a core of well-trained staff and adequate resources and should be supported by appropriate legislation and authority for decision making and implementation.
2. **Links between Policy and Operations** - The system must ensure a very close working relationship between the policy formulating body, often in the hands of a national disaster committee, and the operational agency that must implement the decisions. For this reason, there are significant advantages in placing the focal point in the Prime ministers’ office rather than in a line ministry.
3. **Links from the Center to Local Government** - Links are critical between national, regional, district and community levels to facilitate implementation and ensure effective vertical communication with, for example, information flowing up and resources flowing down.
4. **Coordination of Relief and Mitigation Programs** - Close working linkages are needed between bodies responsible for relief and mitigation programs to ensure that risk reduction measures are introduced in the immediate post-disaster situation and to enhance future preparedness.
5. **Political Consensus** - Consensus must be reached among all political parties to ensure implementation of national plans and legislation.
6. **NGOs** - The model must fully integrate NGOs in order to improve NGO/government cooperation and establish a comprehensive, integrated pattern of response.

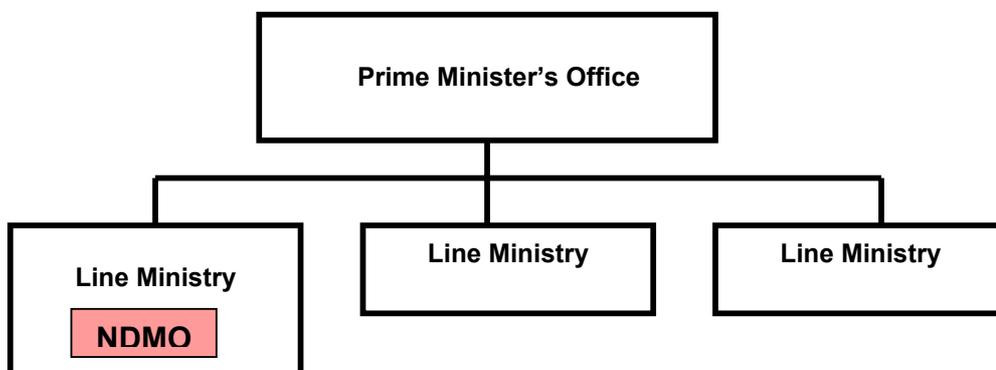
7. **The National Preparedness Plan** - Plans provide a description of a systematic approach to disaster preparedness. Plans must be constantly revised and updated and should be interlocked with and supplemented by compatible local level preparedness plans with a more specific focus on operational issues.
8. **The Scope of Disaster Planning** - While most disaster planning describes how to react to a disaster, if disaster risks are to be reduced, it is essential that planning becoming pro-active with an emphasis on preparedness and mitigation.

Diagrams of National Disaster Management Models - National models fall into three main groups:

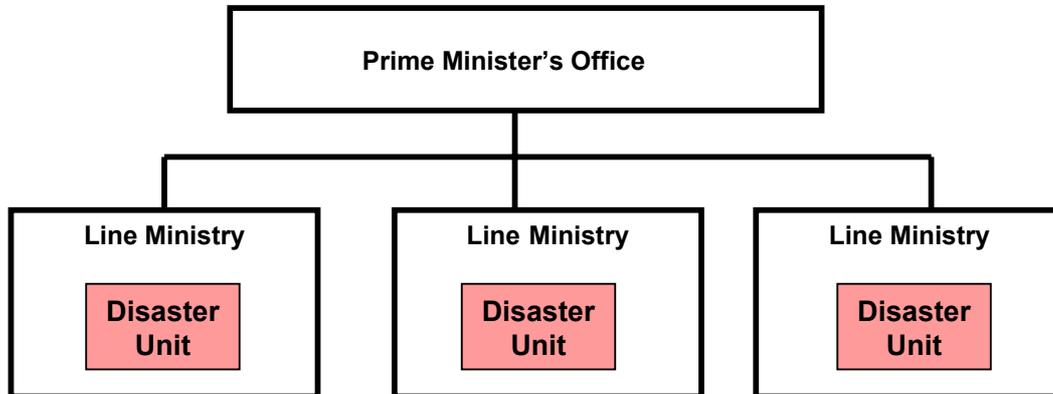
1. The national disaster management office (NDMO) is located in the Prime Minister's Office, as is the case for Tanzania, and Colombia.



2. The NDMO is located in a line ministry, as is the case in Bangladesh, Jamaica, Trinidad and Tobago and Zimbabwe.



3. There is no single NDMO but certain ministries have their own disaster units or departments similar to Turkey's structure.



4. Ethiopia's Model - At the apex of the structure for disaster management in Ethiopia is the National Disaster Prevention and Preparedness Committee (NDPPC), which is chaired by the Prime Minister. NDPPC Members include ministers of Finance, Agriculture, Health, Defense, Planning and Economic Development and External Economic Cooperation, as well as chairpersons of regional councils and the NDMO (Disaster Preparedness and Prevention Commission - DPPC). Other agencies are included, depending on the nature of the disaster. The DPPC is secretariat to the NDPPC. This arrangement is replicated at regional, zonal and community levels by regional, zonal and local council persons.

Adjunct to the decision-making structures are Early Warning Committees and Crisis Management Groups, which are drawn from appropriate government agencies and set up at all levels. The Early Warning Committees are crucial for providing information to decision makers. The system is being decentralized and attempting to use existing structures such as the agricultural offices at the community level. The Crisis Management Groups are established from different line ministries to review relief measures and resolve problems during disasters.

The key points identified through analysis of the case studies are described in the following eight points.

1. Models of Disaster Management Structures at the National levels

Each of the countries that have established disaster management structures have operated a dual system comprised of a National Disaster Committee to provide authority and ministerial coordination and a National Disaster Management Office (NDMO) to implement disaster preparedness and response. The National Committees are typically composed of representatives from different ministries and departments and the Red Cross/Red Crescent and possibly representatives of donor agencies, NGOs and the private sector. The purpose of the committee is to involve, integrate and coordinate the inputs of different organizations in order to provide a

comprehensive, systematic approach to disaster management. In most countries the national committee is concerned with both policy making and operational affairs, although in Tanzania, a separate committee is used for each.

The NDMO usually acts as the executive arm of the national committee. The NDMOs tend to be smaller departments, serving as the focal point for disaster management, with staff increasingly trained as professional disaster managers. The NDMO may or may not be responsible for operations. In a large country like Columbia, the NDMO is responsible for legislation, funding and policy making but local levels handle operations. Some NDMOs may have their own property, such as vehicle fleets, which tend to increase the size of their office.

Turkey does not have a specialist central NDMO and coordination of ministry inputs is handled by a national disaster management committee, chaired by the minister of state. As Turkey is threatened mainly by earthquakes, the Ministry of Public Works takes primary responsibility for disaster management, since this ministry has specialized strengths in reconstruction of housing and infrastructure

While the national structures may appear suitable, it is important to judge their effectiveness by assessing field realities. The case studies showed that while various committees should be in place at national, regional and local levels, in fact, the committees met very infrequently. In Ethiopia, a 1996 field study showed that the operation of the decentralized structure was hampered by the lack of capacity (staff, training and resources) at regional and local levels.

Recommendations to improve national disaster management structures:

- A. Greater resources for NDMOs and further training of NDMO staff are required.
- B. Clearly defined authority for coordination and possible acquisition of resources of other ministries is more important for the NDMO than having its own resources.
- C. Ensuring that the structure operates as designed and committees meet as required by providing adequate resources and motivation to all levels.

2. Location of the National Disaster Management Office

The location of the national disaster management office has major implications for effective horizontal connections across ministries. If the NDMO is located in a ministry then the minister is likely to be the chairman of the national disaster committee, whereas, if the NDMO is located in the prime minister's office, then the prime minister or deputy prime minister is usually chairman of the committee.

Case studies from Tanzania, Zimbabwe and Trinidad and Tobago clearly identify the advantages of locating the NDMO in the Prime Minister's and President's office. The primary advantage is that it provides the NDMO with greater authority in coordinating and integrating the inputs from various line ministries. When the NDMO is located in a line ministry, it may not be able to guarantee the representation and participation of the other line ministries.

While it seems to be logical that the Prime Minister's Office can provide the overarching support needed for disaster management, there is a danger that the Office may become overloaded with the increased number of functions. Due to other demands on the Office, disaster management may receive insufficient attention and may even be moved back to a line ministry with even more negative consequences.

Recommendations for Location of the National Disaster Management Office:

- A. Location in the Prime Minister's or President's Office may ensure more adequate connections and authority rather than location in a line ministry.
- B. Before a NDMO is relocated to the Prime Minister's Office, it is necessary to assess whether or not the Office has the long-term capacity to take over responsibility for disaster management. The Office also needs to have professional credibility among the line ministries to be effective at coordinating their inputs.

3. Levels of Government

The operation of disaster management structures is often problematic at regional and district levels. Major problems include vertical communication between different levels of government as well as low levels of effectiveness in local structures for disaster management.

All of the countries studied have arrangements for the organization of disaster management at provincial and district levels. In Columbia, Turkey and Bangladesh each district or province makes its own arrangements for disaster management, calling on the national government if and when needed in accordance with the provisions of the national plan. In Bangladesh, local governments have gained experience in dealing with repeated disasters in their own areas.

A problem cited in case studies from Jamaica, Tanzania, and Trinidad and Tobago is difficulties in cooperation between national and district levels of government. Local leaders often have their own agendas, perceptions and priorities that often conflict with those of the NDMO. They may lack the resources needed to address the immediate aftermath of a disaster and become frustrated in seeking support from the central level. In Ethiopia, constraints to operations in the regional and local offices included the lack of awareness and understanding of the objectives designed at the central level.

Zimbabwe's Department of Civil Protection has an officer attached to each province, who play key roles in mediating between the national government and the provincial or district governments. Some of the countries have plans for or recommend the installation of such an officer to reduce the tensions. However, the value of specialist coordinators, who may only be fully employed during disasters, is debatable if resources are scarce, except in regions operating continuous relief programs.

Another problem cited in the case studies indicates that the local governments tend to be concerned mainly with relief, rather than mitigation and preparedness. Reasons for this may be lack of executive power, lack of awareness, or lack of political will to implement mitigation and preparedness programs. In Tanzania, a regional development director has responsibility for relief and rehabilitation if a disaster occurs but duties do not extend to mitigation and

preparedness. Further, there is no regional committee to direct such activities and no national plan to promote the concepts. While most case studies mention the importance of community participation for effectiveness of the system, it is difficult to tell to what extent communities are involved.

Recommendations for strengthening vertical communication and cooperation:

- A. Consider the appointment of specialized staff to coordinate between regional, local and central offices.
- B. Increase training for local government officials in disaster management, especially in mitigation and preparedness.
- C. Elaborate the role of community participation in policy making, assessment and evaluation.

4. Linkages between Mitigation, Preparedness, Relief and Reconstruction

As mentioned above, problems were noted in the implementation of mitigation and preparedness in regional levels of government. At national levels in general, preparedness varies and national and local plans tend to address only relief. Although most NDMOs have responsibility for preparedness planning, in some countries such as Tanzania, little priority is given to mitigation.

In Columbia, Turkey and Trinidad and Tobago, significant attention and resources, although sometimes limited, have been given to mitigation and its role in long-term disaster management. In Trinidad and Tobago the NDMO has been divided into two sections, the Operations and Relief Section and the Mitigation Section to allow certain officials to concentrate solely on mitigation actions. In Columbia and Turkey, the major hazard of earthquakes is addressed through developing building codes and training of builders.

In the IGAD sub-region, mitigation measures to address hazards are underway in each country, but there is a need to intensify these measures and to establish their connection to a cohesive national strategy for disaster preparedness. In most situations, rehabilitation assistance has been less focused upon than relief. Support following disasters has been generally inadequate to promote full recovery. This is thought to have resulted in greater vulnerability. IGAD is encouraging a regional approach to mitigation, where feasible, for disasters affecting two or more IGAD countries.

A key feature of Ethiopia's National Policy on Disaster Prevention and Management (NPDPM) is the linkage of relief to development enlisting the involvement of all line ministries in incorporating disaster mitigation measures into development programs and development goals into relief operations. One method of implementation involves employment generation schemes where able bodied disaster victims will implement projects pre-designed by various ministries to reduce vulnerability. The ministries must integrate these mitigation-recovery projects into their long-term development strategies.

The connections, however, between relief and development are not always clear-cut. Recent trends toward donor promotion of "developmental relief" spring from rising relief costs and fall in development resources. In complex emergency situations, the situation should be carefully

appraised before departing from pure relief assistance and embarking on rehabilitation and development activities. A study in Sudan indicates that developmental inputs prematurely put in place may have negatively impacted conflict-affected populations.

Recommendations for strengthening the linkages between mitigation, preparedness, relief and reconstruction:

- A. Linkages should be strengthened through the development of a national strategy that incorporates all aspects in short and long-term plans. Use of regional resources for mitigation should be considered. Complete recovery should be planned for.
- B. Various strategies and institutional arrangements should be considered to improve the linkages including prioritizing mitigation measures, establishing special mitigation sections, and promoting a congruent approach across ministry lines, such as employment generation schemes, for integrating disaster management with development objectives.
- C. Careful consideration should be made of the timeliness and effects of developmental inputs in an emergency, post-emergency, or complex emergency situation.

5. Links with NGOs and the Red Cross/Red Crescent Societies

The linkages between NDMOs and NGOs are of vital importance to effective disaster management. Most national structures provide for the participation of NGOs -- but mainly for relief and reconstruction activities. A key means of involving NGOs is through representation on government committees at national, regional or district levels. In some countries, attempts have been made to coordinate NGO inputs and these actions have assisted greatly in reducing duplicity of efforts. Following the 1991 cyclone in Bangladesh, the NGO Affairs Bureau coordinated 200 NGOs involved in relief work and in Tanzania, the Emergency Relief Committee provides a regular opportunity for government, donors and NGOs to meet.

NGOs serve three essential roles in disaster management. First, national NGOs can help communication between government and local communities. Second, the recent trend for the donor community to channel funds for disaster relief through international and national NGOs rather than directly through national governments has made it imperative that governments effectively integrate NGOs into all levels of the national structure. Third, NGOs can significantly assist to promote community awareness and preparedness. Some countries do not have a tradition that encourages the development of national NGOs.

Ethiopia has over 250 international and indigenous NGOs and the task of coordinating inputs is monumental. Many NGOs became established in the country during the 1984 drought/famine and their locations were determined on an ad hoc basis. An information collection and data management program, the relief projects/programs monitoring and evaluation system, was developed in 1996 to record the location, program types and inputs of each NGO in the country. A key objective is to achieve a closer match of the location and resources of the NGOs to areas of greatest vulnerability to disasters, determined through vulnerability assessments and early warning information. With this information, NGOs should be better able to plan their programs to meet the needs of the population and to reduce vulnerability.

The Red Cross/Red Crescent Societies are usually involved in the disaster management structure as an auxiliary to the government, especially for disaster planning and relief provision. The RC may also act as a focal point to coordinate NGO activities. Most national, regional and district committees include a representative of the RC. In some countries, such as Jamaica, and Trinidad and Tobago, the RC even coordinates all relief activities on behalf of the government.

Recommendations for maximizing inputs from NGOs:

- A. Coordinate NGO inputs to minimize repetition and conflict and to more effectively meet needs to reduce vulnerability.
- B. Integrate NGOs and the Red Cross/Red Crescent into all levels of the national structure.
- C. Encourage national NGOs and the Red Cross to serve as linkages between government and local communities and assist with national and community preparedness.

6. Political Consensus

Changes in government can radically disrupt both preparedness plans and the administrative structures of disaster planning at all levels. Other problems may arise as a result of the political positions of local governments in relation to the central government. In Bangladesh, changes in government have led to the replacement of all previous staff. Staff with no experience may replace experienced officials.

Recommendations for resisting destabilizing forces of political change:

- A. To address potential destabilizing of the disaster structure during political change, political consensus should be built across party lines on all aspects of disaster management.
- B. Continuity of key staff should be ensured during political changes.
- C. The number of professional and technical disaster management staff should be adequate and balanced relative to politicians in decision-making bodies.

7. The Preparedness Plan

To support management of disasters, national plans and strategies should be established to set out goals and objectives for preparedness and response activities. The concepts of planning and strategizing are usually used interchangeably while the products of each process may actually differ. The strategy is a broad exercise defining the roles of key agencies in vital functions, assessing their response capacities and promoting improvements and activities to minimize the impact of disasters. A contingency or preparedness plan describes the means to address a disaster within a specific time frame and details the mechanisms for operations planning at the onset of a potential disaster. Typical contents of a disaster plan may include:

1. A policy statement
2. Legislative authority for the design and implementation of the disaster plan
3. Objectives of the plans and conditions under which it will come into force
4. Assessment of community disaster risks

5. Disaster scenarios based on past experiences and present risks
6. Roles and relationships with each level of government especially emergency related bodies
7. Organization chart of lines of authority
8. List of names, addresses, telephone and fax numbers, and email addresses of all relevant agencies and their heads and deputies
9. Operations of warning systems
10. Preparedness preparations (agency roles, emergency evacuation procedures, search and rescue, shelters, disaster control centers, medical facilities, relief assistance, etc.)
11. Communications arrangements and telecommunications equipment and procedures
12. Public information program
13. Recovery and reconstruction resources and mechanisms
14. Disaster assessment plan
15. Agreements and linkages with other regions and countries
16. Testing and evaluation of the plan
17. Revision and distribution of the plan

Countries vary in their usage of a national preparedness plan. Case study writers in Columbia, Turkey and Bangladesh regard their countries as too varied and complex to be covered by a national plan. Each country has selected different planning alternatives. Bangladesh has developed nationally applicable plans which are hazard specific, such as the “Standing Order for Cyclones”. In Columbia and Turkey, each region/province or municipality/sub-province is expected to develop its own preparedness plan. The advantages of this approach are that each area can focus on the problems it is likely to encounter rather than use a very generalized national plan. Such area-specific plans also allow local officials to act quickly in a disaster without the need for long consultations with other levels of government. The major disadvantage is lack of consistency across the country. While some areas have produced very good plans and put them into effective use, others have not.

Countries without an overarching national preparedness plan risk erratic response. While national plans do not lessen the importance of detailed provincial plans, they provide a systematic approach to disaster preparedness and can support and enhance the provincial planning process. Provincial plans need to be interlocked with the national plan in a consistent and complementary manner. Despite a multiplicity of hazards, standardized procedures are essential for community warning and can relate to such processes as needs assessment, evacuation planning, definition of roles, release of resources and lines of authority.

The exercise of formulating and updating the plan can also be of great value as an awareness-raising tool for all those involved in the planning process. Revision and rehearsal are critical for an effective national plan and without revision, the plan will soon become outdated. Plans can also be tested through simulation exercises. *The development and maintenance of a plan requires funding, staff and political resolve.*

The “IGAD Sub-regional Disaster Preparedness Strategy” reviews the state of disaster preparedness in the seven countries of the sub-region. The main hazard types are described in terms of severity and incidence and ranked by general importance as threats. The cross cutting factors affecting vulnerability to disasters, such as food insecurity and social-economic factors, are discussed. Disaster preparedness mechanisms reviewed include preparedness strategies and contingency plans, supporting policies, legislation and agreements, focal institutions, early warning and food information systems, vulnerability analysis and targeting, and mitigation measures. Response interventions reviewed include impact and needs assessment and relief and rehabilitation. The strategy consists of proposed regional projects and approaches to improve preparedness and proposes roles for key national and regional institutions in the process.

Ethiopia has developed a complex national planning system based on the National Policy on Disaster Prevention and Management, which sets out the philosophy and major components of the national structure. General guidelines were issued for implementation of the National Policy on Disaster Prevention and Management and these focus on contingency, mitigation and prevention measures. The national relief plan is based on relief plans to be submitted annually by the regional bureaus but obtaining these plans on a timely basis has proved problematic. Adjunct national plans include a national logistics plan, livestock preservation plan, and seed provision plan. Ethiopia is continuously refining its plan, rethinking elements that have not worked, and is attempting to build planning capacity in the regions. In 1996, a major flood struck Ethiopia, however, flood disasters had not been addressed in the plan which focused mainly on drought.

Recommendations for establishing preparedness strategies and plans:

- A. Plans should be comprehensive covering all potential disaster types and all phases of disaster management.
- B. Plans should encompass a strategic type of planning to improve capacities as well as contingency planning for disaster relief and recovery operations.
- C. A national plan should be established, regardless of whether local or regional plans have been developed. Local and regional plans should be interwoven as part of the national plan.
- D. The national plan should consider resources available or those that could be shared regionally and in particular where the same disaster may affect bordering countries.

8. Legislation and Policy

To exercise a disaster preparedness strategy, agencies must be supported by policies, legislation, and agreements as well as resources. While the forms of legal backing or other support for national policies is a matter of government choice, these should cover such issues as the

- acceptance and importation of national assistance
- agreements or laws regarding the authority delegated to the involved institutions
- allocation of national resources to disaster management
- objectives and standards for relief distribution

- specific procedures for implementation of preparedness, mitigation and response activities with assigned responsibilities
- procedures for including the use of the military or civil defense agencies to address the disasters

Supporting arrangements can take the following forms:

- **Agreements** - are based on sets of actions to be taken by parties to the agreements and may be binding or non-binding in the legal sense; also they may be called memorandum of understanding (MOU); some are similar to codes (Examples - MOU between WFP and UNHCR for food aid delivery)
- **Codes** - depict a set of actions or behaviors which are acceptable to parties to the code or may be enforceable as requirements for safety; a code may set out parameters or standards for construction, usage of natural resources, use of relief assistance, etc. (Examples: Building codes for earthquake resistance; Water usage codes; “Code of Conduct for International Rehabilitation and Development Assistance to Somalia”, “Code of Conduct for Food Aid”)
- **Laws** - bind the parties that have signed them, impose limitations, or confer rights upon bodies that are included in the law; laws often include the penalties for failure to uphold the law. (See below for examples.)
- **Policies** - represent objectives, such as political and development objectives; represents the outlook of senior members of government or agencies. The national policy indicates the government’s choices for dealing with disasters and indicates the acceptance of responsibility for the results that may occur due to limitations in the policy. (Examples: Ethiopia’s National Policy on Disaster Prevention and Management)
- **Other** - forms of official recognition of arrangements can include acts, edicts and decrees.

The steps for implementing the national policy should be set out in the plan or strategy. Legislation and agreements, etc., should be developed to support the implementation and closely tied to the plan. For example, the Government of Niger’s “National Plan for the Management of Disasters” of 1996 mentions all disaster legislation and decrees at the beginning of the plan at both national and regional levels as well as any other legislation which may be relevant. Gaps should be identified where implementation can be impeded or weakened due to lack of supporting agreements and legislation.

In Ethiopia, legislation supports the implementation of the national strategy. Disaster prevention and management activities have been institutionalized and the NPDPM is ratified by the government. The central NDMO and parallel bodies at regional levels are legalized and established under government proclamations and their activities aligned with their agency mandates and enforced through legal documents. A problem, however, is that legal measures that can be taken against those who default on their responsibilities are not prescribed in the laws, and this has resulted in weaker implementation efforts.

In many of the countries with NDMOs, case studies indicated that the NDMO operations were usually prevented or impeded by the existing policies and legislation instead of supported by them. For example, in Trinidad and Tobago, the “Disaster Measures Act” addresses only relief and limits the power of the NDMO in implementing programs in preparedness, mitigation and recovery. In these cases, legislation may need updating or broadening to meet the present and future planning needs.

In Malaysia, recurring flood disasters have made legislation for adequate flood hazard management critical. Current legislation is indirect, addressing river use, water, mining and land. Some older legislation such as the “Water Enactment of 1929” and the “National Land Code of 1965”. This legislation gave prerogative to the state (provincial level) for water use and as a result, there are clashes between the federal and state over flood management policies. For example, a state may try to develop land near a river even though federal flood control measures may deem that the land should be reserved as a flood plain.

Other laws in Malaysia, such as the “Mining Enactment of 1929”, the “Drainage Works Ordinance of 1954”, the “Land Conservation Act of 1960” relate to flood control but much of this legislation is not significantly forceful. A “Municipal and Town Boards Act of 1975” empowers local authorities to introduce related by-laws with regard to erosion and sedimentation. Under this authority, Kuala Lumpur introduced “Earthworks by-laws of 1975” which met with some success in erosion and sedimentation control of rivers. This is yet to be followed by other states.

The main problem in Malaysia is enforcement, and laws are only as effective as those who enforce them. Despite land use laws, developers begin construction knowing that the laws will not be enforced. As with the political consensus, the problem is most pronounced when different parties rule state and federal governments.

Examples of various arrangements for establishing and documenting supporting policies and legislation, described briefly below, are provided at the end of this paper.

1. Objectives for the National Policy on Disaster Prevention and Management of Ethiopia, 1993, set out general and overarching goals for the policy.
2. Guiding principles for a flood policy for Bangladesh - A flood policy study was undertaken in 1988 by the Government of Bangladesh to assess the causes and effects of floods, examine flood control options, recommend remedial measures, formulate a sound flood policy and prepare a phased action plan. Eleven guiding principles were developed to steer the planning process. These principles encompassed the key issues: comprehensive planning, phased implementation, appropriate levels of protection, controlled flooding and drainage, non-structural developments (flood forecasting), structural developments (embankments, protected areas), and beneficiary participation.
3. In Turkey, an “Act No. 7269 on Measures and Assistance to be Put Into Effect Regarding Natural Disasters Affecting the Life of the General Public” was issued in 1959 and amended in 1968. This act contains articles which address: the emergency powers given to civilian

authorities, obligations of all key players, compensation for civil servants who perform relief work, procedures for supporting technical work and relocating communities from disaster areas, determination of the value of damaged lands and facilities, and use of a disaster fund.

4. The Solomon Islands Government National Disaster Plan of 1982 contains a section on “Allocation of Roles and Responsibilities” which describes the duties of key players in disasters. This plan is approved by Cabinet Decision and given legal authority.
5. “Model Regulations for Small Buildings in Earthquake and Hurricane areas” provides an example of codes or regulations for building in seismically active areas.
6. The “Food Aid Charter” of the CILSS (Permanent Inter-State Committee for Drought Control in the Sahel) countries is a tool to support disaster management of food emergencies. The charter contains provisions to help avoid potential negative economic impacts of food aid both before and during emergencies and to promote the effective distribution of relief food to the effected population.

Recommendations for strengthening legislation to promote disaster management:

- A. Legislation should be created, or old legislation revised, at the federal level to support all aspects of the disaster management structures, including accountability of institutions for their mandated roles.
- B. Federal legislation should be enforced at all levels.
- C. Other types of support activities can include policies, agreements, and codes of conduct which should be used where appropriate to gain consensus on action to be taken.
- D. Differences at state and federal levels should be reconciled and potential loopholes plugged which would allow the laws and agreements to be by-passed.

Resources:

Building Research Station, “*Tropical Building Legislation*”, 1966.

Chan, Ngai Weng, “*Institutional Arrangements for Flood Hazard Management in Malaysia: an Evaluation Using the Criteria Approach*”, **Disasters**, Vol. 21 Number 3, September 1997, pg. 206-222.

CILSS - OECD, “*The Food Aid Charter for the Countries of the Sahel*”, 1990.

Foster, Harold, D., **Disaster Planning**, Springer-Verlag, New York, 1980.

McCrae, Joanna, et al. “*Conflict, the Continuum and Chronic Emergencies: A Critical Analysis of the Scope for Linking Relief, Rehabilitation and Development Planning in Sudan*,” **Disasters**, Vol. 21 Number 3, September 1997, pg. 223-243.

Government Du Niger, “*Plan National de la Gestion des Catastrophes*”, InterWorks-USAID, 1996.

Government of Bangladesh, “*A Flood Policy for Bangladesh*”, UNDP, May 1989.

Government of Ethiopia, “*Guidelines for the Implementation of the National Policy on Disaster Prevention and Management (NPDPM)*”, July 1995.

Government of Turkey, “*Act No. 7269 on Measures and Assistance to be Put Into Effect Regarding Natural Disasters Affecting the Life of the General Public*”, issued in 1959 and amended in 1968.

IGAD Sub-regional Disaster Preparedness Strategy, Draft, Main Report and Country Profiles, Prepared as part of the FAO-IGAD Technical Cooperation Project TCP/RAF/6220, 1998.

Solomon Islands Government, “*National Disaster Plan 1982*”, Revised from 1980.

UNDP-DHA, “**Disaster Management Models: Seven Country Case Studies**”, prepared by Yasemin Aysan, Andrew Clayton and Ian Davis, DMTP Research paper No. 3, 1993.

Model of a National Disaster Management Structure, Preparedness Plans, and Supporting Legislation

DMTP Trainers' Note

General Objectives

This presentation covers the main issues to be considered in the national disaster management structure. **The main focus of the presentation is to highlight these issues for consideration in discussions among national staff and other participants.** It should be clear that there is no single model that is appropriate and that institutional structures, plans and legislation may have to be designed uniquely for each country. The presentation should effectively communicate that there are lessons that have been learned and a certain state of the art that exists with regard to disaster management models. The presentation should be made in light of the existing national structure, the needs for missing components, or the need to improve certain aspects of the current arrangements. Through the presentation and discussions, the participants should be able to articulate steps to be taken to improve and modify the national disaster management model.

The presentation stresses the need to consider the eight issues presented in the background paper to this training module. Participants should receive a copy of the DMTP paper: "Disaster Management Models: Seven Country Case Studies", or the background paper, prior to the presentation. Emphasis is placed on the recommendations given for each issue in the background paper. The facilitator should encourage feedback frequently to determine if the recommendations are realistic for the national situation, and the recommendations modified to be more practical if necessary. The participants should be given examples that illustrate the lessons learned and be encouraged to provide examples from their own experience of successful and unsuccessful arrangements.

Note: It is crucial that the facilitator is sensitive to the political realities in the country as well as the capacities of the participants to effect changes. Without a tie-in to these realities, the presentation risks being too theoretical and not practical enough to be an effective tool for discussion. For example, where a preparedness plan is in place, there may be no need to elaborate on planning. Where no disaster management structure exists, discussion of this aspect may require most of the session time.

Facilitating Strategies for a 90 Minute Session

(Approximate timing: 45 minutes for discussion and 45 minutes for a discussion/exercise)

This presentation should cover the following points, using the overheads as guides. Selection of relevant overheads and inclusion of additional overheads or materials reflecting the national situation can tailor the presentation to meet local and workshop objectives.

- The presentation should start by describing the case study exercise that forms the basis for lessons learned and recommendations for a disaster management model. Provide a description of the components of the model - the institutional structure and linkages,

preparedness plan and supporting legislation and agreements. Make an attempt to keep the terminology consistent throughout the presentation.

- Briefly review the eight key components to be considered in the model. Mention which components will be emphasized in the presentation.
- Discuss the three main types of national institutional structures. Compare the one most closely aligned to the national situation and explain the variations.
- Begin review of the key components, emphasizing the recommendations. #1 - Enhancing models of the disaster management structure at the national level - After reviewing the recommendations, ask participants to point out strengths and weaknesses of the current coordination system.
- #2 - Seeking the optimum location for the national disaster management office - Compare the national situation with the recommendations and ask the participants to comment on the pros and cons of the current location of the office.
- #3 - Strengthening vertical communication and cooperation between various levels of government - In discussing this point, the national situation should be shown on an overhead so that the arrangements can be discussed. Try to draw in the topic of community participation to determine to what extent it has been considered.
- #4 - Strengthening linkages between mitigation, preparedness, relief and reconstruction - Discuss the current trend toward “developmental relief”. Discuss pros and cons of such an approach. Which of the four phases is strongest and weakest in the country? How can the linkages be strengthened?
- #5 - Maximizing inputs from NGOs and the Red Cross/Red Crescent - Discuss the benefits provided by NGOs to the disaster management system and how these can be furthered utilized.
- #6 - Gaining political consensus and resisting the destabilizing forces of political change - Mention some of the effects that political changes can have on the DM system and how such destabilizing effects can be avoided. Invite participants to discuss their experiences if appropriate.
- #7 - Establishing preparedness strategies and plans - Explain the differences between strategies and plans. The main point to emphasize is that a national plan is crucial regardless of whether local plans have been developed and the interface between these plans is very important to ensure consistent response and flow of resources.
- #8 - Strengthening national legislation to promote disaster management - Describe the various types of supporting arrangements and give examples of each. Use examples from the

national situation if they exist. Discuss the problems that may exist between federal and state authorities and how these might be avoided.

Exercise Options

Option 1 - Group discussions - Through feedback you have received during the presentation, determine four to five key issues requiring discussion. If there are many issues, try to obtain a ranking of them to focus the discussion. (Divide the participants into four to five groups. Be sure these groups are balanced, with various agencies - NGOs, government, etc. - represented in each group. Group formation could be determined ahead of time. For example, each group may have a key government decision maker.) Assign each group an issue and ask them to brainstorm possible means to address the issue. After 20 minutes, have each group present their results and allow 5 - 10 minutes for plenary discussion.

Option 2 - Plenary discussion - If the participant group is too large or there is not enough time for separate group discussions, the key issues can be discussed in plenary and a list of solutions developed. Concrete steps to be taken should also be agreed upon if possible. Be sure to have this list typed up and given to the participants so they will have a record of the exercise.

Option 3 - Case Study discussion - Provide the participants with a one-page summary of a case study either from the DMTP paper or specially created for the situation. A local case study can be commissioned prior to the workshop. The case study chosen should reflect some of the national problems. Be sure that the output from the discussion will help to solve problems in the national system. Having a list of analytical questions to be considered can expedite this process. The discussion of the case study can be handled in different ways, either through group discussion or in plenary.

Option 4 - Guest presentation - Invite a guest with experience in development of national structures and ask him/her to make a presentation of his/her experiences. Alternatively, a panel composed of experts with varied backgrounds can be assembled. Ask each member to give a short presentation followed by a question-answer period.

Model of a National Disaster Management Structure, Preparedness Plans, and Supporting Legislation

Sudan Brief:

DMTP, 1993 - A five day DMTP was held in Khartoum, Sudan in January of 1993. The purpose of the workshop was to build awareness of Sudan's vulnerability to disasters and level of preparedness, among others, and resulted in written priorities (established through group work) for actions to be taken. These priorities included needs for hazard mapping and vulnerability assessments in Sudan, sustainable programs to reduce vulnerability including a disaster management training program, and development of systems to improve national disaster response capability.

Fifty - seventy participants, many who were new to the concepts of disaster management, attended the workshop. A case study on the drought and famine through the 1980's in North Kordofan State was presented in three parts. The presence of many indigenous NGOs in the workshop was notable and general NGO participants outnumbered the government.

Present Situation in Disaster Management - A national disaster preparedness profile was prepared as part of the IGAD-FAO Technical Cooperation project by Wahab Ahmed Mohammed, Head of the HAC Early Warning Unit. (Some of the following is excerpted from the report.) It is unclear from the report exactly how the entities in the current structure supporting disaster management relate to each other. The main players seem to be the Humanitarian Aid Commission, the Ministry of Social Affairs, and the Ministry of Interior Affairs, which chairs the Council for Civil Defense. The actual power base of the system, i.e. where the resources and actions are authorized, are not clear from the report.

There is a "National Committee for International Decade for Natural Disaster Reduction (NCNDR)". The main objectives of NCNDR are to:

- Assist agencies and departments responsible for disaster management
- Coordinate efforts of concerned organizations for disaster prevention and preparedness
- Cooperate and coordinate with Regional and International concerned agencies for disaster reduction
- Follow-up the implementation of disaster reduction declarations, specially United Nations article No. 169/42, and the declaration of Council of Ministers of the organization of African Unity (OAU) No. 1253(51) - "Concerning Disaster in Africa"
- Assist and strengthen Early Warning Systems

The NCNDR is composed of

- State Minister of Social Affairs
- Commissioner, Humanitarian Aid Commission
- Ibrahim Moneim Mansour
- Dr. Yassin Hag Abdeen
- Representatives of:
 - Ministry of Agriculture and Forestry

- Ministry of Health
- Ministry of Interior Affairs
- Ministry of Foreign Relations
- Ministry of Irrigation and Hydro-electric Power
- High Council Of Civil Defence
- Commission for Refugees
- High Council of Environment and Natural Resources
- Sudan Meteorological Authority
- Forestry Corporation
- Sudanese Red Crescent
- Insurance companies
- Women Unity

National Disaster Preparedness Strategy - A “Ten Year National Strategy” (1992-2002) aims to:

- Monitor vulnerability among population through supporting relevant governmental departments and establishing national and state information systems
- Assess the community role in disaster prevention
- Use extension services to raise the popular awareness and strengthen capacity for disaster preparedness, prevention and use of natural resources.

A National Disaster Preparedness and Prevention Plan is being developed and should be completed by the year 2002. More than 200 organisations including ministries, national, international and sub-regional organisations, and scientific research institutions are directly involved in the plan. It is expected that the implementation of the plan will require 26 specialised sub-committees for technical supervision and studies as well as their involvement with state, provincial or local committees.

Disaster preparedness and prevention plans at national and/or local level involving long-term prevention, preparedness and community awareness will include following objectives:

- Provide up-to-date information to the decision-makers in the various departments and agencies involved in disaster management
- Include disaster reduction materials in the school curriculum
- Establish a disaster information system in the Sudan and at sub-regional level
- Establish preparedness programmes for emergencies and disaster in most of the 26 states in the country
- Implement National Civil Defence and HAC plans to fulfil the assigned role to every unit in the Government
- Allocate necessary funds protection measures and equipment to carry out the plan
- Conduct periodic assessment of the implemented plan
- Undertake psychological and behavioural studies on various sectors of the population, in order to cope with the socio-economic impacts of disaster on the community, and to implement a programme for human resource development by qualifying professional experts and community leaders

- Exchange information at all levels of the society through symposiums, workshops, seminars and training, and intensity awareness and participation of the communities in prevention and preparedness programmes.

Focal Institutions for Co-ordination of Preparedness and Response - The Humanitarian Aid Commission (HAC) co-ordinates efforts for disaster prevention, preparedness and response. HAC co-ordinates agencies and departments, and provides relief assistance in all types of disasters. During drought and other disasters, HAC conducts intensive monitoring on impacts. HAC also designates affected areas as disaster areas and informs the government and international community so that priority programmes for relief assistance and rehabilitation can be established.

Legal Support - There are several legal instruments which support the disaster management structure.

1. The HAC (formerly the RRC) is supported by a “1986 Act” “entrusting it with full responsibility for disaster management and issuing directions to implement cooperation between the various agencies and departments and coordinate their effort in the fields of disaster preparedness, and prevention such as relief work in natural and man-made disasters”.
2. A Civil Defence ordinance (411) 1991, authorizes the Council for Civil Defence chaired by the Federal Minister of Interior Affairs, to lay down the general policy of civil defence, passing decisions and issuing directives to implement cooperation between the various agencies and departments concerned and coordinate their efforts at National and State level.
3. A “decree” of the State Minister of Social Affairs, established the National Committee for International Decade for Natural Disaster Reduction (NDNDR) to declare disaster, consider early warning issues, and coordinate the efforts of agencies and departments concerned.

Questions/comments:

1. What is the structure of the national disaster management network, obtain a diagram showing information flow and the transfer of authority. Who authorizes resources for HAC?