

# National Disaster Management Plan, 2010

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## Afghanistan

**Prepared for Afghanistan National Disaster Management Authority**

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## Consultant's Note

Afghanistan is considered as a country prone to a number of disasters caused by natural hazards. Disasters that cause widespread damage and disruption in Afghanistan are earthquakes, landslides, avalanches, sandstorms and floods. Every year droughts and extreme winter conditions cause wide spread impact due to low coping capacities. Prolonged war conditions have further precipitated vulnerable conditions in the country. With the ongoing reconstruction process, it is imperative that capacity and enabling conditions be created for developing an efficient, independent and effective mechanism for reducing life loss and suffering in due to disasters in the country.

The Afghanistan National Disaster Management Authority (ANDMA) is the principal institution at the national level with the mandate to coordinate and manage all the aspects related to disasters mitigation, preparedness and response through its national and provincial offices. The outline of its expected actions are provided for in the national disaster management plan.

The revised National Disaster Management Plan (NDMP) takes into account the current status of risks, in terms of hazards, vulnerability, infrastructure availability, institutional capacities and constitutional clarity in Afghanistan. In accordance, it provides procedures that may be implemented with immediate effect and subsequently upgraded as more resources become available and capacities of stakeholders get built. Its immediate purpose is to bring about greater role-clarity and coordination amongst national level disaster response agencies. The Plan needs to be followed up with elaborate and long-term interventions as the country's capacity grows. Detailed risk analysis needs to be carried out for this. It strives to be the starting point of a long term exercise (in line with Hyogo Framework for Action 2005 -2015) that will ensure efficiency in disaster risk reduction in all sectors and at all levels in the country. Such an exercise will need to go down to the grassroots and work with communities.

Long term recovery and rehabilitation is not included in the scope of the document. Such situations may be dealt within existing mandates of line ministries, or in cases of catastrophic disasters dealt with special institutions created to carry out recovery operations.

It is hoped that this document will bring about role clarity and trigger targeted activities to improve disaster management mechanism in the country. Most importantly, the plan should be able to help the Government of Afghanistan act promptly to assist communities affected by disasters.

I am grateful to colleagues at UNDP Afghanistan – Mr. Mushtaq Rahim, Mr. Man Thapa, Mr. Maiwand Rohani, Mr. Afzal Safi, Mr. Ajmal Himat; colleagues at ANDMA particularly General Director – Dr. Adrak and Eng. Siddiqui. At SEEDS I would like to thank my colleagues for supporting me in this effort particularly Mr. Amit Tuteja for his research support.

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September, 2010

## **Definition of Terms**

The following definitions relate to the various terms used in the Plan.

### **Law:**

This is the Law on Disaster Response, Management and Preparedness in the Islamic State of Afghanistan. (Based on the tentative translation of the existing Law from Dari to English)

### **Emergency Situation:**

A sudden on-set crisis or life threatening situation beyond the capacity of local community to cope, such as floods, earthquakes, landslides, fires, cholera or other epidemics etc., In case the situation is beyond the capacity of the province government(s) under such circumstances, the National Disaster Management Commission shall declare a **national emergency situation** in the country.

### **Hazard:**

A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation.

### **Risk:**

Risk is the measure of expected losses (deaths, injuries, properties etc) due to hazard on account of nature of construction and proximate hazardous area.

### **Disaster:**

Disaster is an event of nature or man-made cause that leads to sudden disruption of normal life of society, causing damage to life and property.

### **Prevention:**

Activities to provide outright avoidance of the adverse impact of hazards and means to minimize related environmental, technological and biological disasters.

### **Mitigation:**

Mitigation refers to the structural and non structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards.

### **Preparedness:**

Preparedness refers to activities and measures taken in advance to ensure effective response to the impact of hazards, including issuance of timely and effective early warnings and the temporary removal of people and property from the threatened locations.

### **Reconstruction:**

To reconstruct the damaged and destroyed buildings, agricultural lands, basic public infrastructure, such as water supply networks and others damaged or destroyed due to natural and human-generated disasters.

### **Recovery:**

Decisions and actions taken after a disaster with a view to restoring or improving the pre-disaster living conditions of the stricken community, while augmenting ongoing humanitarian action.

### **Relief**

The provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected.

## Abbreviations

Afg.	Afghanistan
ANDMA	Afghanistan National Disaster Management Authority
ARCS	Afghanistan Red Crescent Society
CBO	Community Based Organization
DM	Disaster Management
NDMC	National Disaster Management Commission (also addressed as National Commission)
PDMC	Provincial Disaster management Commission
DDMC	District Disaster Management Committee
DMC	Disaster Management Committee
NEOC	Emergency Operation Center
IDP	Internally Displaced Persons
MoI	Ministry of Interior
MoD	Ministry of Defense
MoPH	Ministry of Public Health
MRRD	Ministry of Rural Rehabilitation and Development
NABDP	National Area Based Development Programme
NDMP	National Disaster Management Plan
NDRRF	National Disaster Relief & Recovery Fund
NEEP	National Emergency Employment Programme
NEF	National Emergency Fund
NGO	Non-Government Organization
NRMPF	National Risk Mitigation & Preparedness Fund
NSP	National Solidarity Programme
PDMC	Provincial Disaster Management Committee
QIP	Quick Impact Assessment
SOP	Standard Operating Procedures
TOT	Training of Trainers
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UN-OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services

## 1.0 Introduction

Afghanistan is a landlocked country with an area of 652,864 sq Km (ref.syb 08-09). The climate is mostly dry with extremes of cold winters and hot summers. Nature's destructive patterns routinely affect and wreak havoc in the country. Earthquakes are frequent in northern parts of the country and often trigger devastating landslides. Flooding and mudslides are common, particularly in the spring when snow starts melting. Extreme winter conditions and avalanches are also a recurrent feature in the mountainous areas that make up approximately 63% of the country. In the last ten years Afghanistan has also been suffering a prolonged drought, which affects over 6 million Afghans mainly in the southern and eastern regions. Other common hazards include agricultural pests, such as caterpillars and locusts, and dust and sandstorms. More than 7.5 million people have been affected by disasters since the early 1980s. Wars and civil conflicts have led to adverse affect on the environment thus precipitating greater vulnerability and causing disproportionate levels of loss.

The National Disaster Management Plan (NDMP) aims to streamline disaster management systems in the country. This includes clearly identifying roles and responsibilities of the National Commission (National Disaster Management Commission) and the Afghan National Disaster Management Authority along with its provincial offices, the Provincial Disaster Management Committee and associated line ministries, NGOs, and International Organizations. The plan lays out operating procedures for risk reduction, response and recovery. It thus lays out principles, structures and procedures for mitigation, preparedness, impact assessment, rescue and relief, and recovery activities. The plan operates within the Law on disaster response, management and preparedness in the Islamic Sate of Afghanistan.

The provisions of this plan primarily apply to a **National Emergency Situation**, where the capacity of the provincial government has been exceeded and for which the National Commission determines that assistance of the national government is needed to supplement province and local level efforts and capabilities. It does not cover conflict related issues such as mine action or civil strife.

The Plan recognizes and incorporates the developments that have taken place in the country till date. It recognizes the efforts of the NGOs and their wide ranging work with local communities as well as responding actively in disaster situations. The international community has strongly supported the Government of Afghanistan at all levels in building its capacity in Disaster Management.

This Plan document has been revised to further re-organize and simplify procedures aimed at improving disaster management systems in the country. The Plan does not cover district and local plans and recommends that work on these plans be taken up under the National Disaster Management Programme. Such work should be preceded by capacity building efforts at these levels so that the plans may effectively be implemented.

### 1.1 Plan Objectives

The National Disaster Management Plan has been prepared with the overall vision for efficient, independent and effective mechanism towards reducing life loss and suffering in natural disasters in Afghanistan. The horizon year 2015 has been target to fully implement and test the provisions of this Plan.

The Plan will enhance the country's ability to manage disasters independently based on a comprehensive national approach.

The Plan provisions are aligned to international practices in risk reduction and humanitarian reform and are aimed at meeting the Government of Afghanistan's commitments.

As per Article 5 of the Law on Disaster Response, Management and Preparedness, the following activities need to be carried out for any emergency situation or disaster:

1. Prevention of disasters
2. Assessment and Mitigation of the causes of disasters

3. Rescue of people, response during a disaster
4. Reconstruction and people's return to normal life
5. Conduction community awareness programmes and training personnel to be prepared to cope with disasters

The five activities mentioned in the Law are reflected in the Plan. Further, the Plan lays down procedures of progressive response from site and district levels to province and national level. The Plan has been two major components:

**The National Disaster Risk Reduction Plan** aimed at preventing disasters in the country.

**The National Response Recovery Plan** aimed at efficiently responding to emergency situation arising out of natural disasters in the country.

The National Disaster Management Plan takes into account the current status of infrastructure availability, institutional capacities and constitutional authority in Afghanistan. In accordance, it provides procedures that may be implemented with immediate effect and subsequently upgraded as more resources become available and capacities of stakeholders get built. Its immediate purpose is to bring about greater role-clarity and coordination amongst national level disaster response agencies. It covers the operational context, preparedness and response procedures, and an outline of future directions.

The National Disaster Management Plan for Afghanistan is divided in four parts :

- I. Risk Profile of Afghanistan
- II. Roles & Responsibilities of the National Commission and ANDMA
- III. National Disaster Risk Reduction Plan
- IV. National Disaster Response and Recovery Plan

## **2.0 Risk Profile of Afghanistan**

Afghanistan is recurrently hit by natural disasters causing losses to lives, livelihoods and property. In recent decades, this has led to massive problems of food insecurity and population exodus from the worst hit areas. From 1954 to 2006, the country has experienced 118 large-scale disasters (UNDP, NDMP Report 2010), with a total number of persons killed estimated at 22,000 and the affected persons estimated around 11 million. With almost three decades of conflict, the vulnerability of the people has been heightened. In the recent past, the country experienced a series of disasters – the Baghlan Earthquake, the avalanches in north Badakhshan region, sandstorms in Farah, floods and landslides in central provinces and a prolonged drought.

### **2.1 Hazards phenomena in Afghanistan**

North-eastern part of Afghanistan is vulnerable to medium and large earthquakes, as the country lies along an active tectonic boundary called Indo - Eurasian boundary. Most of the epicenters were in the north eastern part of the country. It covers Baghlan, Badakhshan, Takhar and Samangan provinces. (Figure 1). Historical data shows that Kabul city is also very much vulnerable to earthquakes. This densely populated city is at high risk due to rapid urbanization (leading to unsafe construction), and people living in city are highly vulnerable.

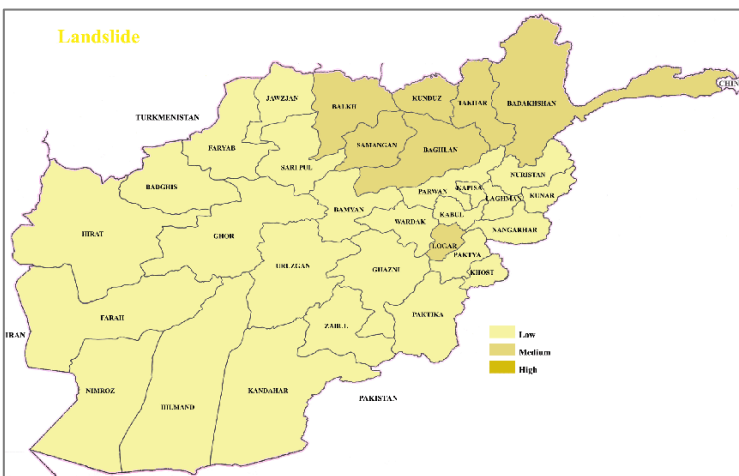
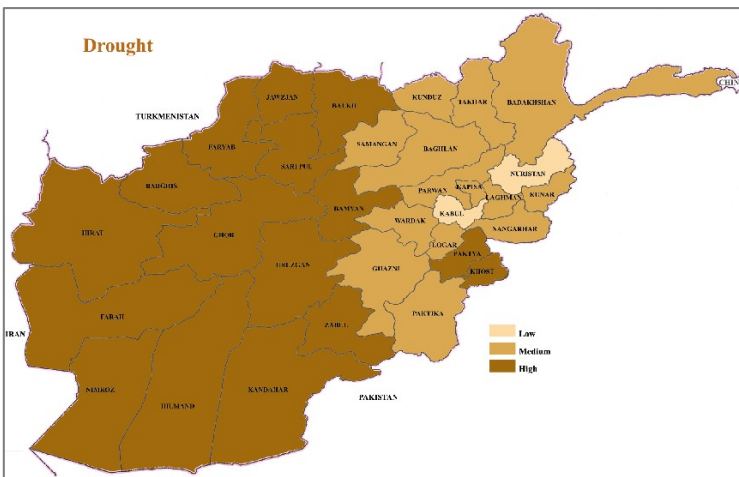
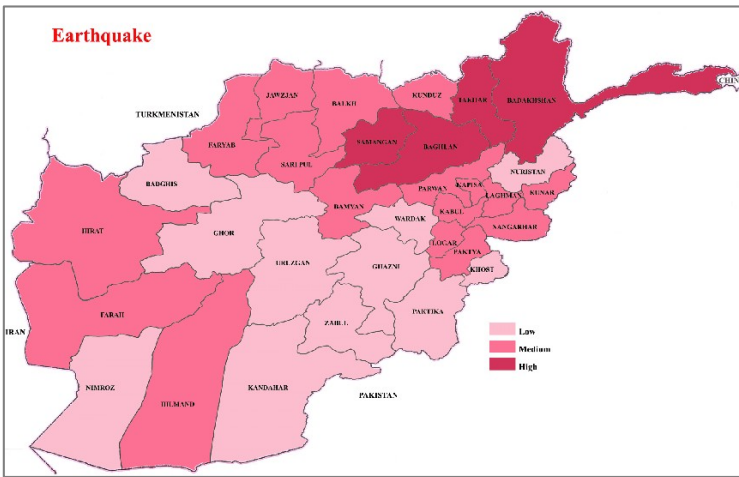
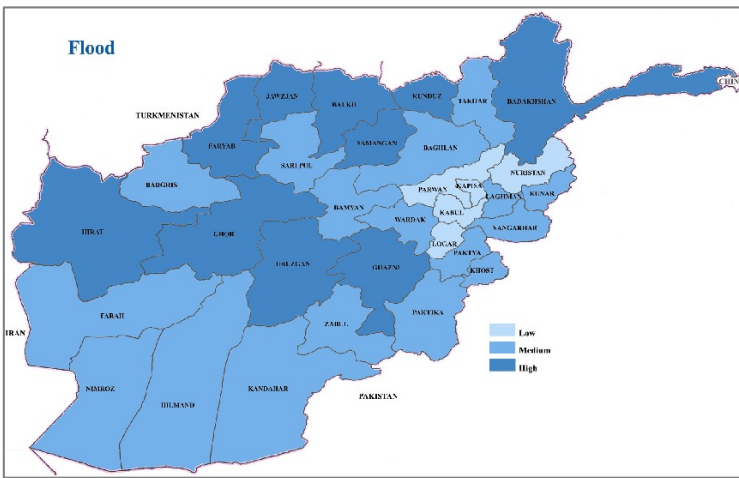
Afghanistan has been vulnerable to the Hydro-meteorological hazards (including floods, landslides, droughts and extreme weather). In Afghanistan, winter floods start in January and continue till May. 21 out of 34 provinces in the country are vulnerable to floods (Ref. South Asia Disaster Report 2008). The South west part of Afghanistan is highly drought prone, and the Western and central belt is highly flood affected. However the South West and few northern provinces of Afghanistan (Heart, Ghor, Urozhan, Jozjan, Balkh and Faryab) are severely affected by both, flood and drought.

With extremes of climate and tough geo-physical conditions, inherent vulnerability of the communities is high. In recent decades, this has been further aggravated due to conflict and limited development activities. With severe drought conditions, as witnessed well below normal rainfall from year 2000 to 2009, even traditional coping mechanisms of communities have been stretched to a verge of collapse. Drought combined with conflict has created a large internally displaced population that is living in extremely poor conditions. Many communities still depend on meager incomes derived by migrating outside their farmlands.

Based on the above categories of hazards, there are several provinces which lie under the Multi Hazard High Risk Zone. (Figure 2). There is marked distinctions in hazard patterns. Earthquake and Landslide are of concern in the northern regions. Being mountainous, these regions have poor accessibility further increasing the vulnerability of populations. Central region of Afghanistan experiences floods and droughts recurrently. The southern region is primarily drought prone.



**Fig. 1 Afghanistan province wise Earthquake, Flood, Drought and Landslide Hazard Maps**



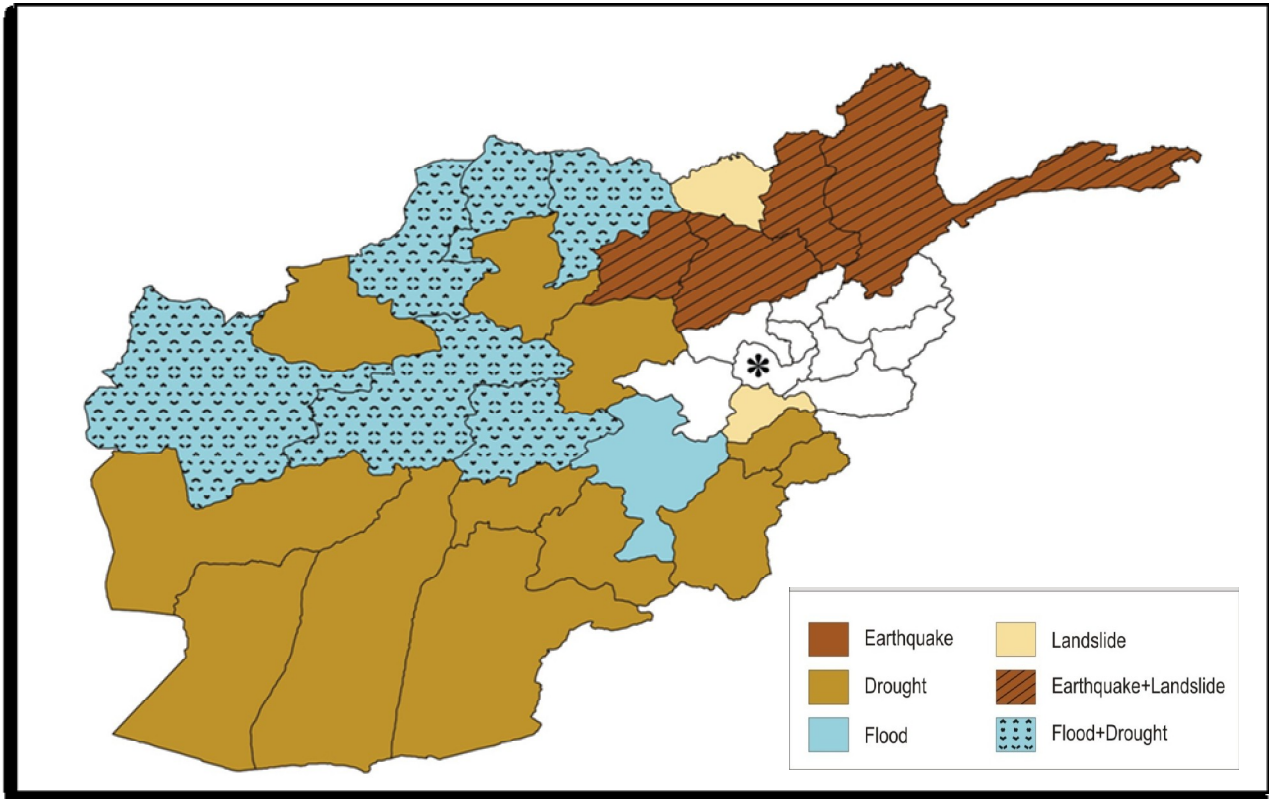


Figure 2 : High hazard vulnerability provinces of Afghanistan

## 2.2 Vulnerability:

The high level of poverty, lack of livelihood and income generating opportunities, chronic health problems, poor state of infra- structure and very limited knowledge of likely hazards and risks, all contribute to increasing vulnerability of Afghan people in relation to natural hazards. This is further enhanced by rapid urbanization, unplanned developments in town & city areas and difficult accessibility in rural areas.

Risk is high in Kabul city. The population of Kabul has tripled in size since 2001, with this the structural and inherent vulnerabilities have also got multiplied. Kabul has the highest urban primacy in Afghanistan with population density of 763 persons/ sq km.

The health and associated infrastructure is poor. The access is the lowest in more centrally located provinces of Ghor, Diakundi, Urozgan and Zabul, where only 25% or less of the population can reach to a health facility within an hour. Further on an average, only 4 persons get the bed in hospitals out of 10,000.

In Afghanistan, Internally Displaced Persons (IDPs) are more than 10% of total population of Afghanistan. The vulnerability of communities has been further aggregated in recent decades due to the conflict and very limited development activities. As a result, people of Afghanistan have to face frequent household shocks. The prolonged war has not only left nation with direct casualties, but it has also destroyed coping capacity of government as well as communities.

Based on selected indices, Figure 3 identifies highly vulnerable provinces in the country.

Figure 3 Vulnerability Profile of Afghanistan (Province wise status against key indicators)

Vulnerability indicators	Laghman	Nangarhar	Paktika	Khost	Ghor	Daikundi	Uroozgan	Zabul	Ghazni	Kunarha	Bamyan	Nooristan	Takhar	Kunduz	Sar-e-pul	Badghis	Kandadahar	Helmand	Paktya	Parwan	Kabul	Kapisa	Baghlan	Faryab	Jozjan	Balkh	Samangan	Badakshan	Logar	Wardak	Farah	Nimroz	Herat	Panjsher	
Poverty	H	H	H	H	H	H	L	L	H	H	H	H	M	M	M	M	L	L	H	L	L	L	M	M	M	M	M	M	M	L	L	M	L	M	L
Population density	H	H	L	H	L	L	L	L	M	M	L	L	M	H	L	L	L	L	M	H	H	H	M	M	M	M	L	L	M	M	L	L	L	L	L
Illiteracy	H	M	H	M	M	M	H	H	M	M	M	M	H	M	H	H	H	H	L	L	L	L	M	M	M	L	M	M	M	M	M	M	M	L	M
Access to health facility	M	M	M	L	H	H	H	H	M	M	M	M	L	L	M	M	M	M	L	L	L	L	M	M	L	L	M	M	M	M	M	M	M	L	L

Note - In the above Table, H (High), M (Medium) and L (Low) legends have been allotted based on the following vulnerability criteria:

- Poverty (Poverty Headcount Rate, > 44 % - High, Poverty Headcount Rate, 35 to 44% - Medium, Poverty Headcount Rate, < 35% - Low).
- Population Density (per sq.km), Pop. Density, 100 and > - High, Pop. Density, 40 to 99 - Medium, Pop. Density, < 40 - Low.
- Illiteracy (Illiteracy Rate, < 15%, - High, Illiteracy Rate, 15 to 30% - Medium, Illiteracy Rate, > 30%, - Low).
- Access to health facility (taking > one hour), population % > 75% - High, population % 25 to 75% - Medium, population % > 25% - Low.

### 2.3 Overall risk patterns: Priority Provinces

Based on a simplified overlay of natural hazard phenomena, and selected vulnerability indicators, certain provinces may be identified as priority provinces. Programmes and activities of the NDMP will be geared to meet the special requirements of high priority provinces. (Figure 4)

Vulnerability indicators	Laghman	Nangarhar	Paktika	Khost	Ghor	Daikundi	Uroozgan	Zabul	Ghazni	Kunarha	Bamyan	Nooristan	Takhar	Kunduz	Sar-e-pul	Badghis	Kandadahar	Helmand	Paktya	Parwan	Kabul	Kapisa	Baghlan	Faryab	Jozjan	Balkh	Samangan	Badakshan	Logar	Wardak	Farah	Nimroz	Herat	Panjsher	
Population density	H	H		H										H						H	H	H													
Poverty	H	H	H	H	H	H			H	H	H	H							H																
Illiteracy	H		H				H	H					H		H	H	H	H																	
Access to health facility					H	H	H	H																											
Hazard vulnerability																																			
Earthquake+ Landslide													H											H				H	H						
Flood + Drought					H		H																		H	H	H							H	
Drought				H				H			H				H	H	H	H	H													H	H		

Figure 4: High Priority Provinces

### 3. Institutional Framework of Disaster Management

The institutional framework of Disaster Management for Afghanistan, comprises a National Disaster Management Commission (hereafter called the National Commission), as the Apex body, chaired by the Second Vice President with participation of relevant ministries. The National Commission is the principal body for setting out national policy direction towards reducing risk of disasters through vulnerability reduction, and responding to emergency situations.

Members of the National Commission represent key sectors that have a critical in managing disasters. The Afghanistan National Disaster Management Authority (ANDMA) is the principal executing body at national level acting as the Secretariat for the National Commission. (Figure 5)

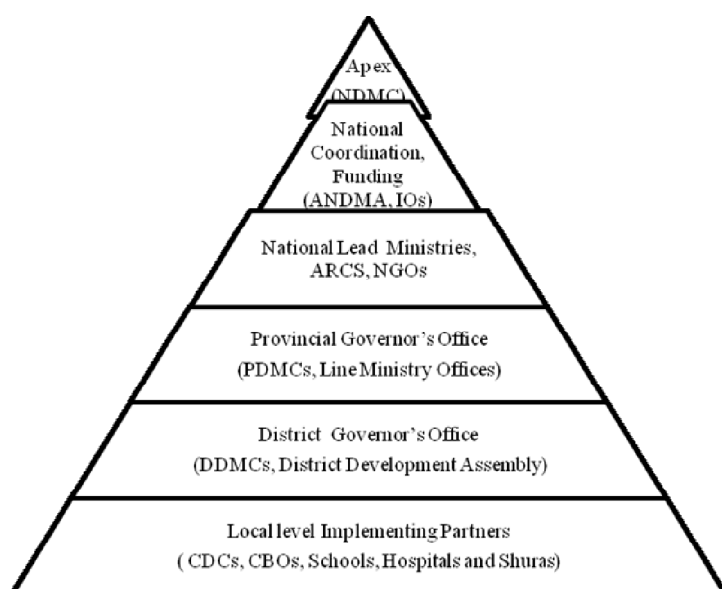
International Organizations involved in disaster response, relief, rehabilitation and mitigation engage directly with the respective executing agencies of the Government of Afghanistan, based on the overall direction set by the National Commission and pro-actively coordinated by the ANDMA.

At province level, the Province level Disaster Management Committees /Commissions (PDMCs) acts as the counterpart to the National Commission. The PDMCs are the vital link between National disaster Management process and sub-national process at Province, District and local level. As per the Article 15 of National law on Disaster response, management and preparedness, PDMCs is headed by the Provincial Governor and supported by the representatives of concerned departments.

The district level implementing agencies are the lowest level formally registered administration. The District Administrator plays the lead coordinating role in heading the DDMC (District level Disaster Management Committee). As per Article 16 of National law, DDMC is headed by the District Administrator, and supported by the allied government officials and respective community representatives. The District Development Assembly (DDA), Municipalities and other concerned agencies have to provide all the required support to DDMC

At local level the role of NGOs and especially the Community Development Councils (CDCs) role is important. These agencies are directly involved with development and emergency response activities with the community. Mainstreaming risk reduction in development and local governance programmes can best be achieved at the community level. Shuras and other community institutions – community based organizations, schools and health centres have the ability to reach out communities in need of assistance during disasters.

Figure 5: Institutional Structure



### **3.1 Role of National Commission**

According to "National Law on Disaster response, management and preparedness" in the Islamic Republic of Afghanistan, the National Disaster Management Commission/National Commission does the management of all disaster related affairs (Article 8).

The National Commission has the following responsibilities and the executive Authority:

- To determine the major directions for disaster preparedness and management;
- To convene meeting when any major disaster strikes in the country.
- To declare National Emergency Situation in the country, and declare the End of it at the appropriate time.
- To adopt measures to save lives and eradicate causes that lead to disasters.
- Take steps for prevention, relief, recovery and rehabilitation using the available resources from the concerned Government Ministries and Departments;
- Allocate funding to the concerned agencies and province governments from the National Emergency Fund.

The National Commission will convene its meeting, when necessary and when any major disaster occurs in the country, at the request of Afghanistan National Disaster Management Authority (ANDMA). The DG of ANDMA is the Convener, and the other members are from concerned ministries.

The following activities will be carried out by the National Commission:

#### **i. Policy Formulation and periodic review**

The Commission will be principal agency responsible for national policy on disaster management country. It may consider reviewing the policy based on changing needs and feedback received from the field and concerned agencies from time to time.

#### **ii. Supervision and Monitoring**

The Commission will hold regular meetings – once in six months during normal times to plan and review risk reduction activities, and preparedness and response capacity of the Government and other International Agencies.

Preparedness meetings will be held regularly before flood, drought and winter season to review measures to test Early Warning systems in the country, pre-positioning vital stocks at strategic locations in the country, availability and capacity of human resources to respond to emergency situations.

During emergency, the Commission will take stock of the situation receiving information on damage and needs assessment and declare National Emergency.

Accordingly, it will task nodal agencies, including Province Governor offices for necessary steps to be taken for responding to the emergency situation.

#### **iii. Allocation of Funds from the National Emergency Fund**

The National Commission may allocate funds from the National Emergency Fund after receiving recommendations from ANDMA. The Norms of Assistance and transparent means would be used as the basis for allocating quantum of funds.

In order to strengthen the efforts of the National Commission, the Afghan National Disaster Management Authority and the Provincial Disaster Management Commissions in meeting immediate needs of communities

affected by disaster of catastrophic scales, it is proposed to set up The National Emergency Fund is also expected. The guidelines for the effective use of the National Emergency Fund have been prepared to enable systematic procedure to be followed for constitution and allocation of the funds. The fund has been bifurcated into two components allowing use for preparedness and risk mitigation activities as well. Investments in such action can significantly reduce the impact of disasters on communities and thus the need for relief assistance. Further, a framework on “norms for assistance” has been recommended with notional figures on possible monetary assistance to communities.

### **3.2 Role of Afghanistan National Disaster Management Authority (ANDMA)**

According to the law (Article 10) ANDMA is mandated to coordinate and manage all aspects related to disasters and emergency response in Afghanistan, Ministries, Departments, Aid Organizations, Provincial and District Administrations and people are obliged to provide the necessary support to ANDMA in its efforts to all of these, ANDMA and the line ministries require considerable capacity strengthening to carry out their tasks effectively and in a sustainable manner.

The National Disaster Management Plan outlines systems for the ANDMA and its 34 provincial offices to be prepared for and respond to disasters.

The current structure of ANDMA is along three main steams dealing policy & coordination, de-mining and Admin & Finance. Policy & Coordination Section handles foreign relations, mitigations, NEOC, Surveys and Assessments. The De – Mining Section has specific responsibility of dealing with risk analysis and operations. The Admin and Finance Section primarily look after the Procurement, Accounts and HR functions. (Figure 6)

#### **National Emergency Operations Centre**

Based on the disaster management policy and National Plan for Disaster Management in Afghanistan which was approved by the cabinet Advisory committee, the National Emergency Operation Centre (NEOC) was established in Afghanistan National Disaster Management Authority (ANDMA), in 2005. The aim of NEOC at the national level is to provide centralized direction and control of any or all for the following functions:

- Emergency Operations
- Communication and warning
- Requesting additional resources during the disaster phase from neighboring province of the affected area
- Coordinating overseas support and aid
- Development of National policies and contingency plans
- Issuing emergency information and instructions specific to Central ministries: consolidation, analysis and dissemination of Damage Assessment data and preparation of consolidated reports.

#### **Province Offices**

The province offices of ANDMA support the Province Governors and the PDMCs for disaster management in the provinces. The ANDMA through its Province offices, interface with the Governor’s office to monitor conditions and coordinate support depending on situations. With time, the capacities of district and local authorities will need be built, making the role of PDMC focussed more on coordination, and the Province office of the ANDMA acting as its secretariat rather than direct response in case of sub-province level disasters.

#### **Mobile Rapid Response Task Force**

The Mobile Rapid Response Task Force of the ANDMA is expected to augment the response functions at the Province level through the following activities:

- Expedite dissemination of Early Warning
- Arrange to carry out the Damage, Needs and Capacity Assessments with the assistance from Province Disaster Management Committee and allied agencies.

- Provide services for efficient use of resources to humanitarian assistance, such as consolidating, managing and disseminating the information, including situation reports, early warning data and needs assessments.
- Synchronize the local, provincial and national response at the time of disaster, to improvise humanitarian response.
- Support the local, district and provincial governments to secure the impacted area at the earliest.

### National Platform

To achieve field level collaboration for implementation of Hyogo Framework for Action, an inter-agency and multi-stakeholder – National DRR platform has been formed.

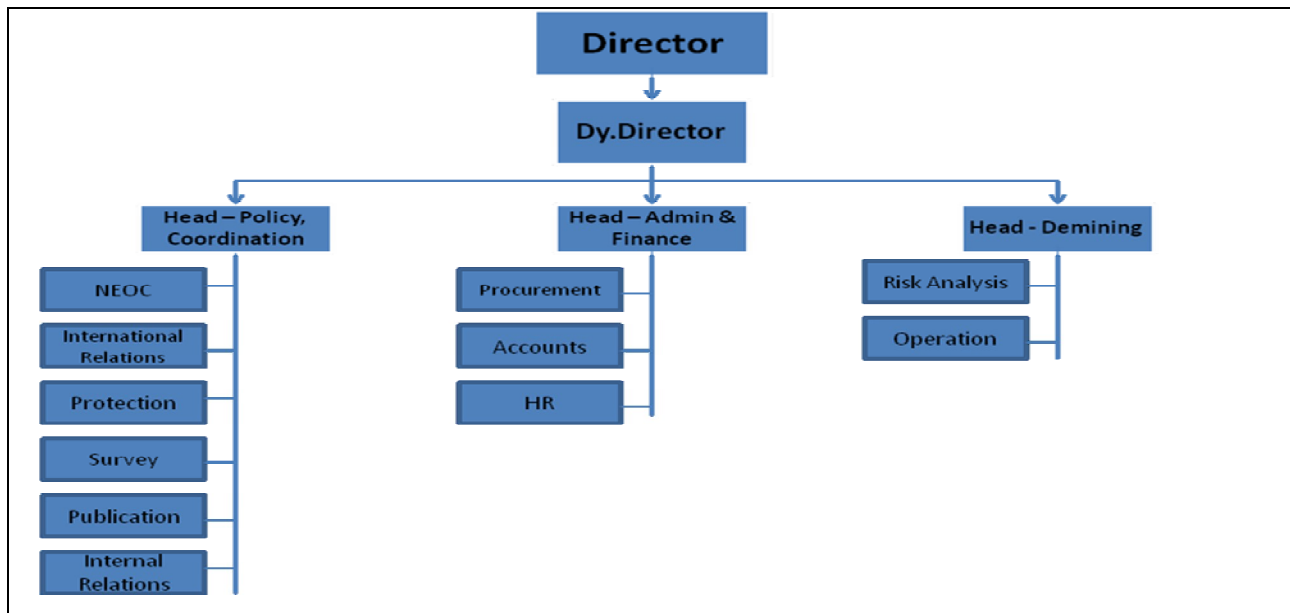


Figure 6 : ANDMA Organizational Structure

Overall responsibilities of the ANDMA are as follows:

1. To convene meetings of the National Commission, serve at its Secretariat.
2. Convene periodically the national and provincial platform(s).
3. Mobilize Rapid Response Force to carry out assessments, coordination and provide additional support Province level ANDMA offices in disaster situations
4. Mobilize and facilitate immediate humanitarian assistance to communities affected by disasters.
5. To coordinate all the aspects of disaster management with other line Ministries at National level and through the zonal offices at the provinces and districts.
6. Adequate and timely recruitment, deployment and retention of qualified and diverse staff.
7. Promote Disaster Management Plan at national and provincial level. Systematically engage with all the stakeholders involved in the implementation of the plan.
8. Follow up the implementation of the guidelines and regular reporting to National Commission.
9. Maintain & share Disaster Management Information System.
10. Promote capacity building efforts in the country
11. Recommend to the National Commission, as well as monitor use of the National Emergency Fund.

### 3.3 Overall Coordination Mechanism for Disaster Management

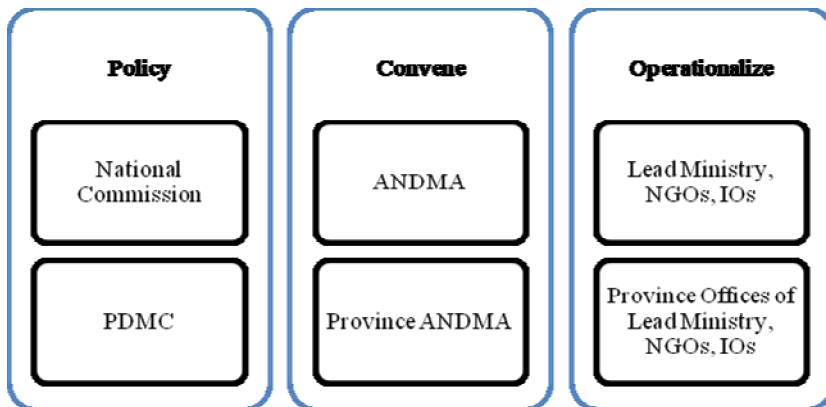
The Revised NDMP recognizes need for better agency coordination in disaster management at national and sub-national level. This Plan document clearly identifies the scope of functions for the two principal bodies, namely



the National Commission and the ANDMA. Their role in coordinating national efforts with other line ministries, international organizations and NGOs is vital to ensure that there is quick and effective assistance to communities in distress, to have the ability to reach out to the communities in the most remote locations yet ensure optimum utilization of resources.

Coordination will be achieved through strong and clear overall leadership by the National Commission, a convening role of the ANDMA and the operational role of the respective line ministries. (Figure 7) At the operation level there is likely overlap in activities of various agencies. Towards this, a cluster system has been proposed.

Figure 7: Coordination mechanism



### Cluster System

The Sector wise Cluster approach is a mechanism to strengthen the humanitarian response and risk reduction, in a collaborative manner. This approach enables to identify and rectify gaps, and enhance the quality in emergency situations, through ensuring greater accountability by nodal ministries / departments and the extended support from UN agencies, International and National NGOs.

The cluster approach encourages the strong partnerships and joint planning amongst all the agencies. This multi sectoral initiative helps in the establishment and maintenance of coordination mechanisms as well as builds capacity of stakeholders.

Under this collaborate initiative; the division of labour has been done based on the respective functions sector wise. All the nodal authorities and allied agencies of respective sectors are instructed to address important issues of inclusion, protection, IDPs (Ministry of Refugees & Repatriation), gender (Ministry of Women Affairs) and environment (NEPA).

Following are the identified key sectors and nodal ministries primarily addressing the disaster management functions.

**Shelter:** The key functions of this sector are primarily looked after by Ministry of Rural Rehabilitation & Development (MRRD) and IDLG (Independent Directorate of Local Governance). The other allied agencies extend adequate support for shelter related reconstruction work.

**Education:** Ministry of Education is the nodal agency to look after all the important functions pertaining to disaster management in education field.

**Health:** Ministry of Public Health is the nodal agency to look after all the important functions pertaining to disaster management in health and nutrition field.



**Water & Sanitation:** The key functions of this sector are mainly looked after by the Ministry of Irrigation and Environment (MIE) and Public Works department.

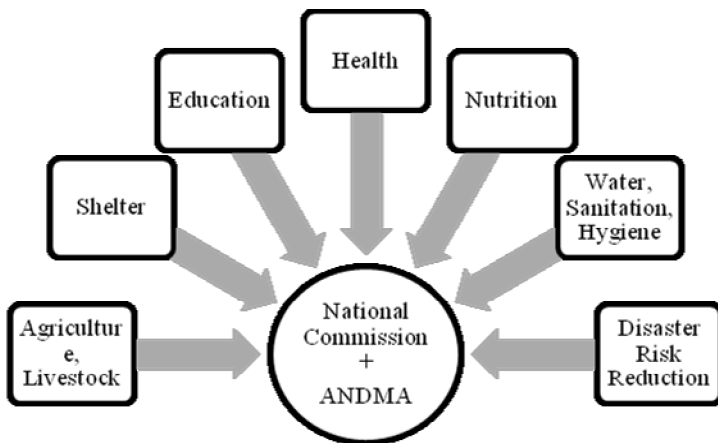
**Nutrition :** The Ministry of Public Health along with the MRRD will be the nodal agency to head this cluster.

**Agriculture & Livestock :** Ministry of Agriculture and Livestock will be the nodal agency for all operations related to agriculture and livestock recovery.

**Disaster Risk Reduction:** This component to be led by the MRRD (Social Protection Directorate) and the Ministry of Urban Development. Further the Municipalities at local level and ANDMA at national provide the needed support.

The Nodal authorities and all allied agencies involved in the clusters will adopt the national and international best practices during the emergency response, recovery and rehabilitation following a disaster.

Figure 8: Cluster System



## **4. National Disaster Risk Reduction Plan (NDRRP)**

The objective of National Disaster Risk Reduction Plan (NDRRP) is to identify the mitigation and prevention activities at National level and institutionalize the same, in line with National Disaster Management Policy of Afghanistan. NDRRP will fulfill the need to develop sustainable and comprehensive Mitigation framework to ensure systematic incorporation of DRR elements into development process in order to reduce the risk factors. National Disaster Risk Reduction Plan is an effort to reduce the impact of disasters on people and property. After the institutionalization of National Disaster Risk Reduction Plan, comparatively lesser people and communities would be moderately affected by natural disasters.

### **4.1 Disaster Risk Reduction initiatives and activities, in line with HFA priorities**

Afghanistan is among the 168 countries signatory to the Hyogo Framework for Action (HFA) 2005 – 2015. The overall objective of the HFA is to build resilience of nations and communities to disasters, by achieving substantive reduction of disaster losses in lives, and in social, economic, and environmental assets of communities and countries. In the recent years Government of Afghanistan has made some progress in disaster risk reduction.

Towards the first priority of HFA, which focuses on the DRR institutionalization and mainstreaming, Government of Afghanistan has developed the Afghanistan National Development Strategy (ANDS) 2008 -2013, National Solidarity Programme, National Area Based Development Programme and the National Emergency Employment Programme (NRAP). The National Disaster Mitigation Policy has been developed although it needs further revision.

However, there is also a growing need that the existing mechanisms need strengthening in order to make the process truly effective on the ground. For achieving this, National Disaster Risk Reduction Plan will focus on the greater involvement and commitment of province governments and district administration in delegation of power and resources from Majlis to Shuras for DRR (involving the officials, NGOs, professional bodies).

On the second priority of HFA, which is Early Warning, a comprehensive and precise approach is needed to review and enhance existing early warning mechanisms in the country. The existing system will need focus on building capacity of local community on early warning dissemination and response management.

The issue of using knowledge, innovation & education to build a culture of safety (HFA priority No. 3), has been acknowledged by Government of Afghanistan. Efforts are being made to build capacity and strengthen research institutions/ organizations/ schools in the country. However, a detailed capacity needs assessment will identify key areas for enhancing knowledge and capacity building efforts in the country.

To integrate DRR into areas of concern including – poverty, internally displaced population, civil strife and environmental degradation (which is linked with HFA priority No.4), conscious efforts with various agencies and Ministries to address risk reduction concerns are needed.

To strengthen the disaster preparedness for effective response at all levels (as per HFA Priority No. 5), the disaster management committees will be functional from Province to District level. And then the respective disaster management plans of all 34 Provinces, and 412 districts will be prepared and finalized.

### **4.2 Strategic Interventions under NDRRP**

In line with the overall vision and objectives of the NDMP and the priorities for Afghanistan identified under the HFA, the following strategies are proposed under the NDRRP:

- Assess and monitor risk conditions in the country, especially hotspots.
- Time bound programmes on risk reduction in the country.

- Continuous training for disaster actors in national and provincial offices.
- Promotion of knowledge and awareness products on risk reduction.
- Engagement with key national stakeholders on incorporating DRR in development programming.

### 4.3 Proposed time bound approach towards promoting DRR objectives

A time bound programme towards comprising programmes and activities contributing towards goals of the HFA has been proposed herein. 2010 has been taken as the base-line year for assessing existing capacity at national level.

Sr. No.	Principal Components	Milestones/Output indicators	Nodal Authority / Lead Agency	Targets		
				Year 2013	Year 2015	Year 2020
1	Institutionalization and Mainstreaming (In line with HFA Priority no.1)	A) Formation of the disaster management authorities at Province and district level	NDMC/ ANDMA	Significant achievement	Total achievement	Review
		B) Integration of Disaster Risk Reduction(DRR)with Govt. development initiatives		Incremental progress	Partial improvement	Significant achievement
		C) Orientation of officials , NGOs, Institutes, professional bodies and community sensitization		Partial improvement	Significant achievement	Total achievement
1	Safe Schools (In line with HFA Priority no.3)	A) Include DRR component in relevant sections of schools curriculum at all levels	Ministry of Education	Significant achievement	Total achievement	Review
		B) Undertake national assessment of schools , prepare and institutionalize DM Plans of schools		Partial improvement	Significant achievement	Total achievement
		C) Ensure safe construction of new schools, and retrofitting of old schools		Incremental progress	Partial improvement	Significant achievement
2	Hospital Safety	A) Promote the Hospital Safety, strengthen health facilities, train workers and sensitize patients	Ministry of Public Health	Significant achievement	Total achievement	Review
		B) Assessment of hospitals , prepare and institutionalize DM Plans for hospitals		Partial improvement	Significant achievement	Total achievement
		C) Ensure safe construction of new hospitals, retrofit old hospitals as per prescribed safety norms		Incremental progress	Partial improvement	Significant achievement
4	Resilient Cities (With reference to UNISDR Theme of2010 – 2011)	A) Carry out detailed risk assessment of all major 9 cities of Afghanistan, institutionalize DM plans of 9 cities	Ministry of Urban Development	Significant achievement	Total achievement	Review
		B) Local level preparedness through community sensitization, set up of DMCs and Functioning of EOCs (Emergency Operations Centers)		Partial improvement	Significant achievement	Total achievement
		C) Retrofitting of key lifeline buildings of 9 cities, Cap building of Masons, Engineers, Architects & volunteers		Partial improvement	Significant achievement	Total achievement
5	Early Warning (In line with HFA Priority No.2)	A) Develop the Public Centered Early Warning System, using local wisdom, and maximizing outreach.	Ministry of Information and Culture	Partial improvement	Significant achievement	Total achievement
		B) Establish and maintain the advance information systems as part of early warning, for improved forecasting and managing risks.		Incremental progress	Partial improvement	Significant achievement
		C) Integration of early warning into development programmes and public policies		Incremental progress	Partial improvement	Significant achievement
6	Preparedness for Effective Response (In line with HFA PriorityNo.5)	A) Strengthen existing HR capacities and arrange material resources	ANDMA	Significant achievement	Total achievement	Review
		B) Formation of DM plans at Province and District level		Partial improvement	Significant achievement	Total achievement
		C) Mock drills realization district wise to ensure disaster preparedness		Partial improvement	Significant achievement	Total achievement
		D) Develop and establish emergency funds, to support response and recovery		Partial improvement	Total achievement	Review

Note: Incremental Progress indicates 10%achievement; Partial Improvement indicates 25% achievement; Significant achievement indicates 50% work progress;Total achievement indicates 100% work achieved.

#### **4.4 Key Roles and responsibilities of concerned Ministries under NDRRP**

The following roles have been identified for various Ministries under the NDRRP

##### **i. Ministry of Rural Rehabilitation and Development**

- Integration of risk reduction in planning and implementation of development and rehabilitation projects, through close cooperation and consultation with Community Development Councils (CDC) and District Development Assembly (DDA), which helps in vulnerability reduction, poverty eradication and livelihood improvement at the community level
- Accessibility to districts-villages and inter-village roads, access roads and related passes for movements.
- Construction of roads through contracting with CDCs taking into consideration vulnerability reduction.

##### **ii. National Environmental Protection Authority**

- Prevent soil erosion, deforestation, overgrazing and rehabilitation of green cover.
- Conservation of water resources and monitoring of environmental sanitation
- Assessment of disaster impact on environment
- Prevention of environmental degradation, monitoring of chemical factories, control of know-how energy production and monitoring of greenhouse gases emission.

##### **iii. Ministry of Energy and Water**

- Take steps for strengthening of flood protection walls and canals before the flood season
- Keep watch on hydraulic infrastructures and flood protective works
- Strengthening of river banks against flood threats
- Water regulation and undertaking the implementation of irrigation projects taking into consideration the mainstreaming disaster risk reduction into the development process
- Ensure efficient management of flood forecasting and improve procedure of flood forecasts including operationalizing Flood Information Centre in the flood season every year.
- Collect all the information on weather forecast, water level of all rivers and other water
- Establishing early warning system on sudden water level raising for public alertness

##### **iv. Ministry of Urban Development**

- Preparation of building codes and based on this undertaking practical steps in monitoring of designing, site selection and implementation of the construction of higher buildings and housing resistant to earthquake.
- Design of housing and ensure the implementation of the city master plans taking into consideration the risk reduction.
- Take precautionary steps for the protection of property against possible loss and damage during disaster.
- Prepare technical guidelines for line agencies, NGOs, private sectors, and individuals for all reconstruction activities under rehabilitation programmes.
- Assessment of citizen vulnerability and ensure accountability for prevention of life and property loss.

##### **v. Ministry of Education**

- Inclusion of disaster related subjects in the curricula in schools to capacitate community, especially growing children and youth, about the natural hazards.

- Undertake school safety initiatives and organize teachers and students, take them to Shuras, as volunteers and inspire them for risk reduction & mitigation.
- Ensure that construction of all educational institutions in earthquake zones is earthquake resistant.

#### **vi. Ministry of Public Health**

- Taking preventive measure and surveillance against epidemics diseases and biological events.
- Develop an emergency preparedness plan within the health sector.
- Train volunteers on emergency preparedness in line with National Disaster Management Plan such as first aid and preventive measure against diseases in disaster prone areas
- Carry out technical assessment and stock taking on health infrastructure availability and need which will help vulnerability reduction and strengthening the local communities.

#### **vii. Ministry of Agriculture and Livestock**

- Taking preventative measures against the possible impact of drought in the future.
- Establishment, training, and dispatching of veterinary teams with equipment and medicines
- Integration of risk reduction in agricultural land use
- Undertaking campaign against plant diseases and locust attacks
- Implementation of vaccination campaign for protection of livestock against contagious diseases.

## 5. National Disaster Response & Recovery Plan

The objective of National Disaster Response Plan (NDRP) is to determine the emergency preparedness and response activities at the National level and institutionalize the same, at local level, in coordination with Afghanistan National Disaster Management Authority (ANDMA).

Response Plan will include all the necessary measures to provide immediate response to affected people by undertaking search, rescue and evacuation measures. The NDRP will also include all the necessary measures to provide immediate relief to the affected people in terms of their essential needs of food, drinking water, health & hygiene, clothing etc.

For the effective and prompt disaster response, the following features will be taken into consideration:

- Convene emergency, preparedness meetings of the National Commission to discuss situation and updates.
- Establishment of cluster approach at national level for sector-wise response to disasters.
- Inform, mobilize, coordinate national level humanitarian actors for effective response and recovery
- Ensure early warning issued to areas likely to be affected, is reached
- To carry out the rapid/ Quick Impact Assessment, nodal agency ANDMA will be authorized to use the advance means of transportation/ mobility and the latest techniques, to cover aerial survey, for gathering information.
- Arrange for mobilization and channelization of funding and resources to affected areas.

### 5.1 Emergency Declaration

The declaration of emergency depends upon the nature and size of the disaster. The normal practice is that the province level emergency is declared by the Province Governor will declare the emergency.

In case the emergency is beyond the capacity of provincial management, national level emergency is declared by President of Afghanistan on the recommendations of the National Commission in the event of catastrophic disasters beyond the capacity of the Provincial Government.

#### Levels of Emergency

**Province Emergency** is the situation which overwhelms the capacity of the district to manage the situation, The district will request for assistance to Province through province office of the ANDMA. In this situation an emergency will be declared by the Governor of the Province. Actions and responsibilities are as under:-

Actions to be taken at Province level :

- Activate Province EOC
- Inform concerned National OC about the situation
- Alert and inform all line departments in the concerned district
- Conduct damage and loss assessment in the affected areas
- Immediately initiate relief work in the affected area
- Share assessment report with PDMC and request for assistance for emergency operation
- Mobilize and deploy resources.
- Make request to PDMC for financial assistance
- Coordinate and facilitate CBOs and NGOs for relief operation

**National Emergency Situation** In case emergency/disaster is beyond the capacity of Provincial/ regional government, the national emergency situation will be declared by the President of Afghanistan. Appeal will be launched internationally for the assistance. Actions and responsibilities are as under:-

Actions to be taken at the National Level :

- Activate National EOC
- Convene meeting of the National Commission
- Support provinces/regions in conducting damage and loss assessment in the affected area
- Share assessment report with National Commission
- Support provincial/regional and district authorities in resource mobilization for relief operation
- Provide technical support to provincial/regional and district authorities for relief operation
- Coordinate with Armed Forces at for assistance
- Prepare situation report on daily and weekly basis and share with relevant stakeholders and President.
- ANDMA to prepare report for National Commission for financial assistance.
- Coordinate INGOs, NGOs, UN and other international humanitarian organization, philanthropists for effective response
- Inform public about the situation through media briefings
- Coordinate with Cluster System for effective response

## **5.2 Emergency Operations Centre (EOC)**

Emergency operation center will be hub of all the activities related with disaster response in the country. Emergency Operations Centers at the Centre, Province and the disaster site are the designated focal points that will coordinate overall activities and the flow of relief supplies from the Centre.

The aim of EOC at the National level shall be to provide centralized direction and control of any or all of the following functions:

- Emergency operations
- Communications and warning
- Requesting additional resources during the disaster phase from neighboring province of the affected area
- Coordinating overseas support and aid
- Issuing emergency information and instructions specific to Central ministries; consolidation, analysis, and dissemination of Damage Assessment data and preparation of consolidated reports.

## **5. 3 Key Roles and responsibilities of concerned Ministries under NDRP**

### **i. Ministry of Interior**

- Mobilize staff for carrying out search & rescue operations
- Participate in relief distribution and maintain law and order, especially during relief distribution and assist in transportation of affected population to the emergency camps
- Mobilize and capacitate fire extinguishing facilities all over the country
- Arrange drills for fire extinguishing, rescue, evacuation and transportation of injured persons.
- Coordinate the wireless frequency of Police with the wireless network of ANDMA
- Keep close watch for any criminal and anti-state/people activity in the area.

### **ii. Ministry of Defense**

- Mobilize human and logistic resources for search and rescue
- Maintain security, law and order and provide communication facilities
- Distribute emergency relief material to the affected people and deploy equipment for emergency response to the rapid assessment and quick response teams
- Provide aircraft for air transportation
- During disaster provide first aid through setting up field hospital and in line with health-specific contingency plan.

- Send task forces in disaster affected areas.
- Participate in damage and need assessment survey
- Assist local administration in transportation of injured and removing the dead bodies and debris in affected areas.

### **iii. Ministry of Information and Culture**

- Disseminate information about the disaster situation including life and property loss and response during disaster through television, radio and other publicity media
- Collection of weather bulletins to reflect the possibility of seasonal disasters
- Ensure that the news to be broadcasted reflects the true and clear presentation of the actual position and does not create panic in the minds of the people.

### **iv. Ministry of Agriculture and Livestock**

- Responsible for food security and food protection during the drought
- Ensure availability of adequate supply of seeds, seedlings, fertilizers, pesticides.
- Evaluation crops, livestock situation and need
- Quantify the loss and damage and finalizes planning of agriculture rehabilitation.
- Burying the dead animal bodies
- Taking practical measures against bird influenza

### **v. Afghanistan Red Crescent Society (ARCS):**

- Participate in damage assessment and identify vulnerable areas, collect data and identify needs
- Provide emergency assistance to disaster affected people including first aid, food and clothing,
- Help affected people in rescue and evacuation work, temporary shelter through local shuras and volunteers
- Send request for requirement of relief and rehabilitation to the International Federation of Red Cross and Crescent Societies (IFRC)
- Train and mobilize volunteers and sending them to potential disaster affected areas.

### **vi. Ministry of Mines**

- Provide equipment for search & rescue and training of search & rescue teams for response to normal disasters in mines
- Evacuation of the mineworkers from the mines on the receipt of early warning from ANDMA
- Carry out the assessment of loss/ damage due to disaster.

### **vii. Ministry of Transport**

- Mobilize private air and land transport in transportation of first aids and evacuation of affected population
- Keep operation airfields for air transportation and surveying of landing sites for airplanes at national and local level.
- Take steps for arrangement of vehicles for possible evacuation of people
- Facilitation of transportation of killed and injured via private and public air transport

### **viii. Ministry of Commerce and Industries**

- Waive customs duties for import of necessary emergency response and relief assistance.
- Take steps for the import of unsafe food, poor quality fuel with inferior ingredients for public health.
- Request the industry owners to provide emergency relief material such as food products, temporary shelter, medicines and medical equipment and search & rescue equipment

### **ix. Ministry of Women Affairs**



- Help women to participate in Disaster response activities.
- Empowering women in disaster response through undertaking special projects.
- To take steps for safety of women and girls in disaster affected areas.

**x. Provincial Council**

- Participate and monitor in emergency response activities.
- Facilitate the people participation in emergency response
- Assist the administration at the time of disaster, extend all the required support.

**xi. Ministry of Refugees and IDPs (Internally Displaced Persons)**

- Focused effort to address the problem of IDPs and refugees during the emergency response
- Assist in provision of relief items for IDPs and taking steps for their repatriation.

**xii. Ministry of Labor and Social Affairs**

- Taking necessary steps to protect labor forces, in case of occurrence of disaster.
- Follow the guidelines prepared for labor security and safety, at the time of disaster.
- Help the administration in establishment of camps.

**xiii. Ministry of Rural Rehabilitation and Development**

- Participation in emergency response to disasters including earthquake, landslides, drought, etc at the community level.
- Establishment search and rescue, relief, rehabilitation and volunteer teams at local and village levels.
- Ensure availability of drinking water at emergency situations.

**xiv. Ministry of Public Health**

- Responsible for supplying first aids including medicine, Emergency Health Kits, health education, and medication during the emergency situations.
- Depute the trained volunteers in case of emergency to provide first aid to the affected persons, in disaster prone areas.
- Follow steps of health sector 's emergency preparedness and response plan.

**xv. Ministry of Education**

- Facilitate participation of students volunteers to provide the assistance for distribution of relief material and assistance in search and rescue operation
- At the time of disaster, organize the teachers and students, as volunteers and inspire them for rescue, evacuation and relief works
- In the event of disaster, education institutions and their buildings are used as emergency shelter and relief centre if necessary.

## 6. National Emergency Fund (NEF)

The efficiency and effectiveness of government support to communities threatened or stricken by disasters is largely contingent on the availability, access and rapid dispersal of monetary resources. In Afghanistan, the National Government plays a key role in expediting funding support to provinces. The National Emergency Fund (NEF) may be utilized for providing such support to provinces that find it beyond their capacity to manage the disaster using their own resources. In case of National Emergency situation, affecting multiple provinces, such support should be readily available to commence immediate response.

Currently in Afghanistan, much of the assistance for disaster-affected communities comes from international aid sources. In the long term, the country will need to build its own financial capacity to meet the disaster relief and recovery needs, and also spend on the mitigation and preparedness efforts. Currently, the National Commission (also, called the National Disaster Management Commission, NDMC) has at its disposal the NEF to be utilized to meet needs of disaster stricken communities. The guidelines for the effective use of NEF will make it possible for the disbursal of the funds in a transparent and fair manner.

The National Commission as the apex body for Disaster Management will oversee the provision and application of funds. The Commission is chaired by the Second Vice President, and comprises Head of ANDMA, MRRD, Interior, Defense, Agriculture & Livestock, Water & Power, Health, Commerce, Communication and Finance Ministry. The Commission will take final decision for allocation and utilization of NEF based on the recommendations of the ANDMA. In an emergency situation, the ANDMA will collect damage and need reports from the Provincial Disaster Management Committees (PDMCs). (Figure 9)

As lead coordinating agency at national level, ANDMA may primarily administer (recommend and monitor) the release of funds for disaster relief, recovery, preparedness mitigation & prevention activities, to respective Provinces (through PDMCs) and concerned ministries/departments, with the support from Ministry of Finance.

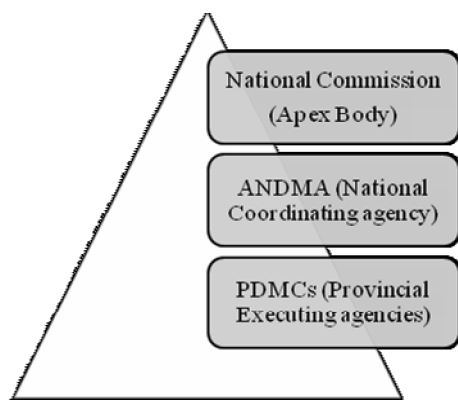


Figure 9: Institutional Structure for NEF

**Applicability:** NEF guidelines are applicable in case of occurrence of Earthquake, Drought, Flood, Landslide, Fire, Avalanche, Hailstorm, adverse conditions created due to extreme winters, or any other natural disaster in Afghanistan.

**Eligibility:** The NEF may be granted only if the scale and intensity of the need cannot be met by local funding resources and merits national attention. The following categories may be considered as eligible costs:

- Procurement and pre-positioning vital material to be used for immediate relief
- Rapid damage and needs assessment.
- Provision of food, drinking water, emergency shelter, medical assistance.
- Gratuitous assistance for loss of life, injury.
- Assistance for livelihood recovery.
- Implementation of the National and Provincial Disaster Management Plan activities.
- Enhance management capabilities at national and provincial level.
- Training and awareness for personnel, general public especially vulnerable groups.

It is proposed that NEF would comprise two components:

- a. National Disaster Relief & Recovery Fund (NDRRF) to be utilized for funding activities for relief and recovery of communities affected by natural disasters. This would constitute eighty percent of the NEF
- b. National Risk Mitigation & Preparedness Fund (NRMPPF) to be utilized for financing projects, including the implementation of the National Disaster Management Plan, and activities in the country that would prevent or mitigate and improve preparedness against potential natural disasters in the country. This would constitute twenty percent of the NEF.

**Monitoring:** The recipients of the NEF may be monitored periodically by ANDMA staff both programmatically and financially, to ensure the purpose for which the funds were applied for has been met. Monitoring may involve review and analysis of financial, programmatic, performance and administrative issues related to each grant.

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