

I - AN ILLUSTRATIVE NATIONAL  
DISASTER PREPAREDNESS PLAN

## AN ILLUSTRATIVE NATIONAL DISASTER PREPAREDNESS PLAN

### PURPOSE OF THIS DOCUMENT

This document presents the key elements of a national disaster preparedness plan. These plan elements are intended to be illustrative rather than definitive. They call attention to primary requirements and alternatives for disaster planning objectives, disaster preparedness organization, operating procedures, and support for disaster plan implementation. The solutions to these requirements have worked in a number of countries, but they are not the only way to do the job. The plan elements presented herein should be considered and adapted in various countries or states to meet their specific conditions, requirements and capacity to support a disaster planning and preparedness capability.

This document may also serve as a guide to developing adequate disaster preparedness plans, organizations and functions at the state or provincial level. Requirements for organization, assignment of functional responsibility, and planning effort must be identified at these levels. They are similar in character, if not in scope, to the requirements underlying a national plan and organization.

Similarly, this document may function as a guideline for the development of regional disaster organizations and activities to meet the specific requirements of disasters typical to various regions.

### OBJECTIVES OF A NATIONAL PLAN

A national plan supports the nation's capability to respond to disasters rapidly and effectively, and thereby to minimize human suffering and loss of life and property. By anticipating disasters and acting to minimize their effects, this plan also supports the continuity of the nation's growth and development.

Such a plan identifies the disaster-related organizations, systems, and detailed plans necessary to assure that available resources and skills are mobilized rapidly and effectively to meet essential human needs and to reestablish normal conditions.

A disaster plan is designed to make as much use as possible of existing resources, systems, and organizations and to work within the established government structure.

## SCOPE OF A NATIONAL PLAN

A national plan, outlined in the following pages, identifies requirements for developing additional, detailed operating plans by agencies assigned disaster preparedness and response roles.

This plan includes the following elements:

- A description of the structure and functions of the national disaster assistance organization
- A description of disaster preparedness and response objectives and activities, and the assignment of responsibility for them
- General concepts for preparedness and response operations
- Steps for the establishment and funding of the required organizations, systems, and activities.

## ORGANIZATION

The national disaster assistance organization is directly responsible to the Chief of State for ensuring adequate national disaster preparedness and for coordinating disaster assessment and rescue and relief operations. A key cabinet minister has been appointed to serve as Director of this organization and Chairman of the national disaster committee, in addition to his normal ministerial duties. The minister is responsible for overall direction of the organization, and assumes direct control of mobilization and relief operations in the event of a disaster.

### Structure

The organization consists of the national disaster committee, chaired by the national disaster assistance Director, and a permanent staff, which reports to the Director.

The national disaster committee may consist of any of the following individuals:

- Minister of Defense

- Minister of the Interior
- Minister of Communications and Postal Services
- Minister of Finance
- Minister of Foreign Affairs
- Minister of Education
- Minister of Transportation
- Minister of Public Works
- Minister of Public Health
- Representative of the seismological service
- Representative of the meteorological service
- Others designated by the Director.

The committee suggests, reviews, and approves detailed disaster preparedness programs and plans; committee members are responsible for seeing that plans are fully coordinated and supported within their respective agencies.

The permanent staff consists of a planning and research section, which analyzes disaster threats and develops plans to cope with them, and an operations section, which controls disaster operations and handles training and public education. In addition the staff may organize and support local organizations for disaster coordination, education, and relief.

#### Responsibilities

The disaster assistance organization is responsible for preparing adequately for disasters and, if a disaster occurs, for mobilizing the necessary resources and coordinating effective disaster assessment, rescue, relief, and rehabilitation.

The permanent staff of the organization will be responsible for the following disaster preparedness functions:

- Analysis of disaster hazards and the nation's vulnerability to them

- Identification of likely resource requirements and development of inventories of available resources
- Definition and implementation of appropriate disaster mitigation and prevention programs
- Identification and organization of methods and systems for disaster prediction
- Adaptation or establishment of communications systems and definition of communications procedures for disaster warning and control of postdisaster operations
- Promotion of disaster awareness and instruction of the public with respect to disaster warning systems
- Development and coordination with other agencies of contingency plans, procedures, and systems for effective disaster assessment, rescue, relief, and rehabilitation
- Establishment of liaison with private interests, voluntary organizations, and foreign missions to develop procedures for securing quick access to resources such as medical equipment and personnel; food, clothing and shelter; and transportation and heavy equipment
- Establishment and maintenance of a disaster assessment capability to include aerial reconnaissance and operation of communications systems, and definition, selection, and dispatch of assistance
- Establishment of a disaster control center and other appropriate facilities.

The permanent staff also will have the following postdisaster responsibilities:

- Activating warning systems and notifying officials and agencies having disaster response roles
- Coordinating and providing other assistance in disaster assessment, and collecting and analyzing information
- Defining, selecting, and coordinating the logistics of rescue and relief operations

- Securing the release of resources from other government agencies, and from private and voluntary organizations, as necessary
- Assisting the national disaster assistance Director as necessary in monitoring, controlling, and expediting postdisaster operations.

## GENERAL OPERATING PROCEDURES

### Preparedness

The organizations identified in the national disaster plan shall maintain a state of preparedness by assuring that resources necessary in case of disaster are accessible and that their duties in the event of disaster can be or are being executed effectively.

### Disaster Operations

When a disaster appears imminent and has been forecast by responsible organizations or individuals, the national disaster assistance Director will advise the Chief of State and recommend that a State of Alert be declared. Upon such declaration, the Director will mandate a public warning, and implement appropriate contingency plans in anticipation of mobilization.

When a disaster occurs, the Director will advise the Chief of State whether to declare a State of Disaster; standing provisions (contingency plans and the like) for mobilizing forces for rescue, relief, and rehabilitation will be implemented. Organizations having available resources will place them at the disposal of the Director or deploy them according to preestablished plans. Mobilization and rescue and relief activities will be carried out according to the same plans through specified authorities.

Emergency procedures directed by the national disaster assistance Director will continue until rescue operations have been completed or can be carried no further, until relief meets preestablished objectives, and until essential services have been restored and public health and safety secured.

## PLAN IMPLEMENTATION

Successful implementation of the overall plan requires development of detailed contingency plans and administrative procedures and the appropriation of funds.

### Detailed Plans

Through its permanently staffed planning and research section, the national disaster assistance organization is responsible for developing detailed contingency plans to meet the effects of likely disasters.

These plans will outline the appropriate responsibilities for various government agencies, which shall then develop detailed, internal plans to satisfy assigned responsibilities. The national disaster committee will review and approve all plans.

Detailed plans or programs will be developed for maintaining emergency communications systems, carrying out disaster-related public education, and implementing disaster training for government personnel.

Contingency plans to counter the effects of likely disasters will be developed for damage assessment, rescue, relief, and rehabilitation. These plans will address key operational requirements for direction and control of operations, manpower, materials and equipment, logistics, and support and administration.

The organization's permanently staffed planning and research section will be responsible for development of these plans.

### Funding

The permanent staff of the disaster assistance organization is responsible for securing funding for programs established under this plan. The staff will request funds for the activities and programs of the national disaster committee and permanent staff, and for salaries for the permanent staff. Equipment, facilities, and materials necessary to support the activities and programs of the national disaster assistance organization and other organizations it establishes will be budgeted.

Special disaster funds will also be established; the disaster assistance organization shall maintain the accounting systems and mechanisms to release emergency funds and to charge disaster operations and materials to emergency fund accounts for disaster assessment, rescue, relief, and rehabilitation.

Costs incurred by other government agencies in planning and preparing for disasters as outlined in this and subsequent plans shall be budgeted by those agencies. Costs incurred in supporting operations in the event of an actual disaster as outlined above shall be charged to emergency fund accounts.

### Administration

The disaster assistance organization and its staff, with organizations established by them and other organizations specified in this and resulting plans, will act to accomplish planned objectives. They will prepare their own internal detailed plans for discharging responsibilities under the national plan and will assign specific internal functional responsibilities.

The national disaster committee and the disaster assistance organization's permanent staff will be responsible for implementing the national plan and updating it as necessary. The committee will assure that appropriate plans are developed and that organizations assigned responsibilities under the national plan are capable of executing them.



## II - NOTES ON THE ILLUSTRATIVE PLAN

## I - INTRODUCTION

The following pages present notes and commentary to explain the illustrative national disaster plan included in this section.

These notes and the illustrative plan have been presented to and reviewed by other national disaster preparedness officials of several nations, and changes have been incorporated that reflect their thinking and experience. Comments based on your experience will also be valued and incorporated in these materials and will be used in similar seminars in other areas of the world.

### PURPOSE OF THE ILLUSTRATIVE PLAN

In many countries, there is a need for improved disaster planning to facilitate preparation for and response to disasters such as floods, cyclones, and earthquakes. This is reflected in requests to our Office of Foreign Disaster Assistance for guidance in developing disaster plans and for copies of plans established in various other countries and felt to be effective. As a result, a illustrative plan was developed as a guide to various governments and disaster planner~~s~~ in developing plans to meet their unique requirements. We hope by directing your thinking to key planning and organizational issues, this plan will be helpful in establishing or improving your disaster preparedness and response capability.

The elements and structure of the illustrative plan and alternatives identified in these notes are based on several plans now in effect throughout the world. These include the plans of Barbados, Bangladesh, Chile, Ecuador, Japan, Peru and the Philippines.

### ORGANIZATION OF THESE NOTES

These notes first outline the purpose and function of a national disaster preparedness plan and include a specific example of the benefits of effective disaster planning. Subsequently, they describe the requirements for and the elements of a national plan and alternatives to them, including alternative organizational structures and leadership assignments.

## II - FUNCTIONS OF A NATIONAL PLAN

### FUNCTIONS

National disaster plans exist in many countries, although a number of these may not be formally documented. A formal plan has several beneficial effects.

A national disaster preparedness plan documents a government's commitment to disaster preparedness and response and makes that commitment clear to various agencies and to the populace. It establishes the scope of effort and resources the government intends to devote to disaster preparedness, relief, rehabilitation, and other programs.

A formal plan defines the general organizational and functional mechanism and procedures for carrying out disaster programs and assigns general functional responsibilities to various agencies. In this way, a plan provides a base for these agencies' internal planning as well as for coordinating and evaluating their performance.

The focus provided by a formal plan is more likely to result in the development of an organized, coordinated and effective response to disasters, within the limits of available resources and existing organizational structures. Properly implemented and administered, a plan becomes an effective instrument for meeting the government's commitment to humanitarian and economic objectives.

### PERUVIAN EXPERIENCE

The difference that a plan can make in meeting these objectives will be illustrated by experiences in Peru before and after a formal disaster preparedness plan was developed and implemented.

#### Before Plan Development

In May, 1970, before a disaster plan was developed, the worst earthquake in the recorded history of the western hemisphere shook the Peruvian highlands. The quake triggered a major landslide that plunged into a lake with such force that earth and mud were expelled from the bowl of the lake and swept down a populous valley at over 250 mph. Over 67,000 lives were lost, an estimated 140,000 people were injured, and more than half a million were left homeless.

While the scope of the disaster was perhaps beyond prevention by any human means, the lack of a plan and organization greatly limited the effectiveness of response.

In this case, damage assessment and requirements analysis were nearly impossible. Communications with the damaged areas were sporadic, disorganized and poorly interpreted. Confusion at Government House resulted in information releases to the outside world that were uncontrolled and often duplicated, thus complicating efforts to assist.

Rescue and relief operations were uncoordinated and often not helpful. In particular, logistics were unorganized, and supplies received for distribution to affected areas were in excess of requirements. Disaster relief teams dispatched by foreign agencies and governments operated in the country undirected and uncontrolled, and many had nothing to do.

The inability to respond in an organized and coordinated manner resulted in unnecessary loss of life and ineffective use of resources.

#### After Plan Development

A similar disaster occurred in June 1974, after a disaster preparedness plan had been developed and implemented. Another quake triggered a landslide which dammed the Montaro River and buried two small villages, leaving 310 dead and an estimated 1500 homeless.

The effects of the Montaro River disaster were less serious and thus more manageable. Because it was planned, however, response was immediate and organized, and relief was effective. The scientific and engineering efforts to analyze and plan the dynamiting of the dam were well-coordinated.

In the meantime, evacuation and rehabilitation of the populace situated below the dam was orderly and well-coordinated. As a result, additional loss of life was avoided, and property damage was minimized when the dam was systematically destroyed.

Because it was planned and organized, response to the disaster required the use of few external resources.

#### CONCLUSIONS

Numerous other examples indicate that disaster response is consistently more effective when planned and organized than when executed on an ad hoc basis. A planned response to disasters permits the use of resources that are almost always available within the country. As a result, dependence on external or international assistance can be reduced.

### III - ELEMENTS OF A NATIONAL PLAN

#### ELEMENTS OF A FULL DEVELOPED PLAN

In its fully developed form, a national disaster preparedness plan would include a number of elements to be found in documents in various agencies, covering a range of subjects.

The structure and relationship of these elements is indicated in Exhibit III-1 on the following page.

The primary element of a fully developed plan would be the general national disaster preparedness plan. This general plan may be authorized by a national disaster preparedness act or some other regulatory base. The general plan describes an organization for disaster preparedness planning, and its responsibilities for developing other, detailed plans appropriate to a given country and specific disaster threats.

This organization and these plans further identify disaster preparedness and response functions, and assign responsibility for them to other government agencies having the resources or experience to carry them out effectively. These government organizations would then develop appropriate internal plans to govern their disaster operations and responsibilities.

Plans developed and coordinated by the national disaster organization would also include agreements or arrangements reached with private, non-government organizations, foreign missions, and voluntary organizations, as well as procedures developed for securing their assistance or resources and for coordinating and controlling their activity in the event of a disaster.

#### REGULATORY REQUIREMENTS

Requirements for legislative or regulatory authority for a disaster preparedness plan or organization vary widely from country to country. In some, such as Chile or the Philippines, comprehensive authority is granted by a single act. In others such as the United States (until recently), this authority is scattered among various acts or is vested in several organizations. In still other countries, there is little apparent need for such authority, yet a disaster plan and organization function effectively nonetheless.

Where legislation is required, it serves a number of functions. It defines disaster preparedness and response objectives appropriate to disasters normally encountered and national means or levels of commitment to preparedness and response. Such legislation usually requires a national disaster preparedness organization to be established and assigns it responsibilities for activities such as developing the national disaster plan, analyzing disaster threats and developing the means to meet them, and coordinating disaster response. Where special powers such as forced evacuation, curfews, or waiver of customs or importation formalities may be required they are defined, and the authority for them and limitations to that authority are established.

Particularly important, such legislation authorizes the funds needed to sustain disaster preparedness and response activity, thus insuring the continuity of disaster preparedness effort, direction and its effectiveness.

Where these functions are achieved through other political or committee means, legislation appears to remain undeveloped.

For purposes of evaluating legislation or assuring that the functions above are achieved, a summary of legislative elements appears as an appendix to this section.

#### THE GENERAL NATIONAL PLAN

A general National Disaster Preparedness Plan should be comprehensive, but it need not define all procedural or functional details and therefore may be quite brief.

Such a general Plan outlines a country's disaster preparedness and response objectives, and the general means for achieving them. This Plan establishes the organizational structure and assigns general responsibility necessary for the development of more detailed plans and the execution of disaster-related functions.

The key elements of such a Plan, as included in the illustrative National Disaster Preparedness Plan accompanying these notes, are the following:

- The structure and responsibility of a national disaster assistance organization
- A general concept of operations
- Steps necessary for plan implementation, funding and administration.

## ORGANIZATIONAL OBJECTIVES

The structure and responsibility of the national disaster assistance organization, outlined in the illustrative Plan, is designed to achieve a number of objectives.

- First, the existing government or structure of a country is to be relied upon as much as possible for the development and implementation of the Plan as well as for disaster response actions and resources.
- The organization should involve the various agencies having useful resources and expertise and should thus assure their commitment and support.
- The control of disaster operations and response should be centered at a high level, politically established position to assure the continuity and use of plans and procedures where they are needed.
- Finally, the structure of the organization should support continuity of disaster preparation and planning.

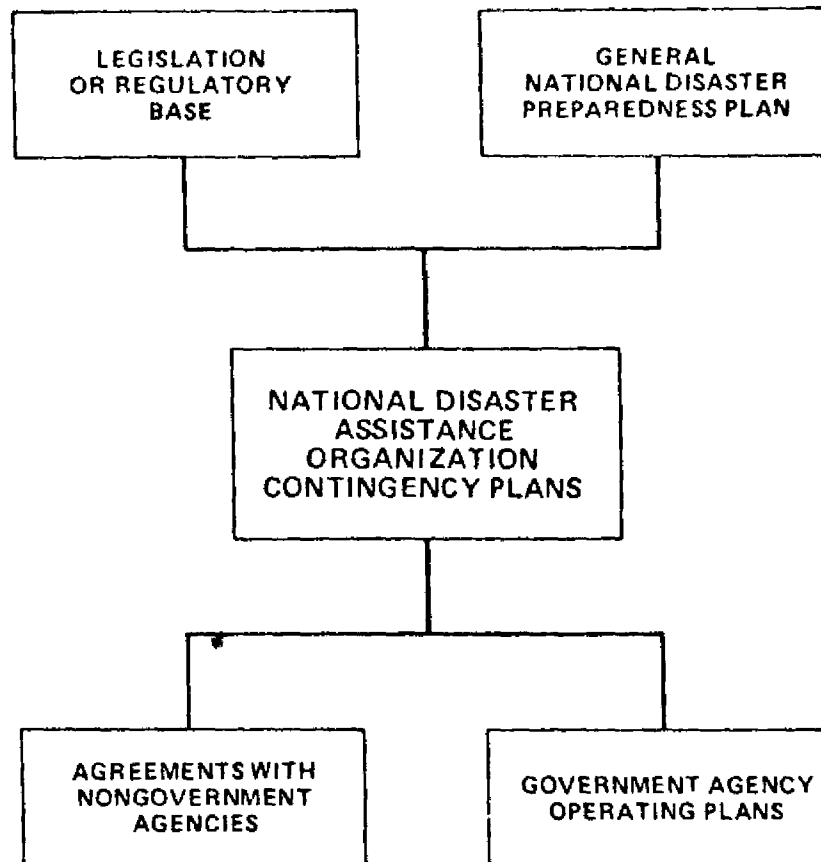
## ORGANIZATIONAL STRUCTURE

Exhibit III-2 shows the resulting organizational plan for the national disaster assistance organization. This structure is one of a number of possible approaches to the structure of a national organization, selected because it appears to offer the best chance of meeting the foregoing organizational objectives.

As shown, the organization reports directly to the Chief of State, and consequently is at the same organizational level as a cabinet ministry. The Director of the organization is in fact a key, politically well-established minister who serves as Director in addition to his normal ministerial duties. Establishing such a minister as Director of the organization insures that he will not only be responsible for planning for disaster preparation and response but will also be given the responsibility for directing post-disaster operations.

Often, a key individual in the office of the Chief of State makes an equally effective Director of the national disaster assistance organization. In this case the organization would function in a staff role within the Office of the Chief of State, as illustrated by the alternative plan of organization in Exhibit III-3.

## **ELEMENTS OF A FULLY DEVELOPED NATIONAL DISASTER PREPAREDNESS PLAN**





In practice, the position of the individual designated as Director varies widely. In countries having a strong military tradition, he is often the senior military officer. In other countries, he is a senior minister having responsibility for control over major aspects of the country's internal economics and development, such as the Minister of the Interior. If the Director is in the office of the Chief of State, he is normally the first secretary of the Chief of State.

The national disaster assistance organization is comprised of a national disaster committee composed of other Cabinet ministers, and a permanent staff having primary responsibility for the development of plans and preparedness activities.

The national disaster committee is designed to review, approve and coordinate the plans and programs developed by the permanent staff. The committee reports to the Director of the national disaster assistance organization, who serves as its chairman. As indicated in the illustrative Plan, individuals having control over government resources, capabilities, or expertise useful in times of disaster comprise the membership of this committee. Whether or not individuals outside the government, in private enterprise or representing foreign agencies, would be members of this committee would best be decided by individual countries. Based on general experience, however, it is likely that such individuals will not be members but will be involved with the organization through other channels.

Under the illustrative Plan, a permanent staff also reports to the Director. This staff has primary responsibility for developing the Plan preparedness programs and organizations, public education, and coordination with other government and nongovernment agencies having operational responsibilities in the event of disaster.

Exhibit III-4 shows the detailed organization of this staff. As indicated, the staff would probably be divided into two sections, one having a primary role in analyzing disaster vulnerability, identifying the means to meet threats, and developing appropriate plans. The other section, an operations section, would have a major role in coordinating and implementing established plans in anticipation of disaster. In addition, the staff may develop and support regional and local organizations for the purposes of communication, public education, and the like.

#### DISASTER PREPAREDNESS RESPONSIBILITIES

The responsibilities of the national disaster preparedness organization are carried out in a predisaster or preparedness phase, and during a post-disaster phase.

Primary disaster preparedness responsibilities involve the analyses of risks and preparation of plans to meet them, including hazard and vulnerability analysis, resource requirements definition, prediction and warning system development, contingency and operations plan development, liaison with nongovernmental organizations to assure access to useful resources, and definition and implementation of appropriate disaster mitigation and prevention programs.

In addition, development of local disaster organizations for communication, public education, and possibly management of relief stock piles, may be considered. Emergency communications systems or procedures may be established.

The permanent staff would have the primary duty of carrying out these responsibilities in developing and implementing various programs. The national disaster committee would, however, review and approve all plans and programs, particularly since they would specify disaster-related roles for the ministries represented on the committee. The committee would thus serve a coordinative function as well.

#### POSTDISASTER RESPONSIBILITIES

After a disaster occurs, it is anticipated that the national disaster assistance organization would function as a "battle staff" to the Director to assist in coordinating and directing operations. Responsibilities at this point would include: activation of warning systems and alerting appropriate officials; coordinating communications and analyzing disaster assessment information; coordinating appropriate plans of action; directing nongovernment organization activity, and; coordinating logistics and expediting operations. These operations would probably be carried out from a disaster control center, if feasible.

#### CONCEPT OF OPERATIONS

In its day-to-day operations, the national organization carries out established planning and analysis functions. The readiness of other agencies to carry out plans is assured through exercises, training programs, and continual update of plans. These functions represent the primary purpose and activity of the national disaster assistance organization.

During a state of disaster the national organization functions as a staff for the national disaster assistance Director, as indicated. This staff collects and organizes information, makes operational recommendations, and assists in expediting operations and logistics.

Other organizations would function in operational roles according to established plans or as directed.

It is likely that if the primary tasks of planning for disasters have been performed well, disaster response will be smooth and the national disaster assistance organization would have only a modest involvement in postdisaster operations.

## PLAN IMPLEMENTATION

The illustrative National Plan describes the organizational structure and general disaster-related responsibilities necessary to establish an effective disaster assistance and response capability. The specific functional programs and responsibilities, however, are not defined, since these will be influenced by the specific disaster threats found in various countries, requirements for response, and the availability of resources. The development of such specific programs would be accomplished by the national disaster assistance organization and its permanent staff. Funding for them would be secured through the national organization.

The structure and general responsibilities of the disaster assistance organization are readily adaptable to the requirements of state or regional organizations. Such organizations would occupy comparable positions within state or regional government structures and would have similar responsibilities for the development of programs and plans specific to state or regional requirements.

Implementation of the illustrative Plan requires the development of detailed plans and establishment of administrative procedures. To carry out implementation, the national disaster assistance organization is established, and essential activities are funded. Planning activities are begun to develop operational plans to respond to most likely situations. Programs are established to assure that organizations having responsibilities under established plans can carry them out.

The experience of other nations indicates the importance of adequate funding for disaster preparedness and planning activities, in addition to funding for postdisaster activities. While resources and funding are usually limited, this experience suggests that expenditures for basic disaster planning are more than justified by the resources that are consumed in times of disaster.

As indicated by the illustrative Plan, requirements for funding the activities of the national organization would be defined and budgeted by its staff. The organization would also evaluate and propose creation of special funds for such purposes as relief, which would avoid the need to draw upon normal operating funds.

## APPENDIX: ELEMENTS OF LEGISLATION

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### INTRODUCTION

Legal and regulatory authority for disaster preparedness organizations, operations and powers often may not be found in a single document, and sometimes may not be documented at all. However, basic authority to plan for and deal with disasters usually exists in fact. The purpose of this appendix is to identify primary elements of disaster legislation as a guideline to the development of specific legislation in any given country.

These legislative elements are presented as though they were incorporated in a single legislative act.

### DISASTER ORGANIZATION AND PLAN

A national disaster assistance organization and a national disaster preparedness plan shall be established to: prepare for, minimize, and control the effects of disasters; preserve life and alleviate suffering; restore normal conditions following a disaster.

This disaster assistance organization and preparedness plan shall have the following purposes:

- To facilitate coordination of disaster-related activities, use of available resources, and participation of people in affected areas and in the rest of the country.
- To use resources already available within the country and within the disaster-affected areas as completely and as efficiently as possible.
- To provide the organization and plans by which these objectives may best be achieved.
- By making adequate preparation for disaster and provision of relief and rehabilitation, to reduce suffering and loss of life and property, and to restore conditions under which national development and social and economic objectives can be pursued.

## DECLARATION OF A STATE OF DISASTER

For purpose of this act, a disaster is any disruption of normal social and economic activity due to natural or other causes that results in wide-spread or severe damage, injury, and/or loss of life or property.

A State of Disaster shall be declared when a disaster has occurred or appears imminent. The declaration shall authorize implementation of standing provisions for warning appropriate populations and for mobilizing resources and carrying out rescue and relief operations as specified in this act and as developed by the national disaster assistance organization.

Upon the advice of qualified personnel that a disaster is imminent, or at the request of responsible officials in an area where a disaster has occurred, the Chief of State shall declare a State of Disaster and designate the area to which it applies. The State of Disaster shall automatically exist for thirty days unless the Chief of State terminates it earlier; it may be renewed for additional thirty-day periods.

The National Disaster Assistance Director shall be responsible for the overall direction of disaster preparation or response operations. Upon declaration of a State of Disaster, the Director shall direct operations appropriate to the situation, as specified in the National Disaster Plan and contingency plans resulting from it.

All agencies of the government and other organizations shall carry out preparation or response activities under the direction of the National Disaster Control Director, and according to existing emergency plans, through authorities specified in those plans. Government agencies are intended to maintain their current organization structure and to contribute various specialized services and resources to the disaster effort as directed or planned.

Upon declaration of a State of Disaster, the Chief of State is authorized any or all of the following powers as necessary to facilitate response and, to the extent feasible, assure and restore the well-being of the disaster-affected people.

- The Chief of State may suspend the provisions of any regulatory statute for conduct of government business, and may suspend the rules or regulations of any government agencies that would hinder necessary emergency action. For example, customs and immigration regulations might be suspended to expedite the arrival and clearance of relief personnel and materials.

- The Chief of State may enforce measures deemed necessary for preserving life and health; these measures include directing evacuation, enforcing sanitary and public health discipline, controlling access to disaster-affected areas, and imposing conditions of martial law where such measures would facilitate rescue or relief.
- The Chief of State may redirect available resources of the nation--not only those stipulated in plans--as necessary to cope with the emergency. Private resources may be conscripted, subject to indemnification as prescribed herein.

It shall be the duty of the Chief of State to designate a National Disaster Assistance Director and to ensure that provision is made for replacing the Director and any other key disaster officials if necessary.

#### NATIONAL DISASTER PLAN

A National Disaster Plan shall be developed and maintained to guide disaster preparation and to facilitate restoration of normal conditions through well-planned, coordinated action and efficient use of available resources.

The National Plan shall detail disaster preparedness activities recommended by the national disaster assistance organization, and shall make plans for disaster response objectives and activities. The plan shall address the following tasks:

- Detail the structure and responsibilities of the national disaster assistance organization, based on the general requirements of this act, and define its relationship to other government, private, and foreign agencies.
- Define the roles and objectives of other organizations and government agencies, both civil and military, in ensuring disaster preparedness and in responding to disasters.
- Define disaster preparedness objectives and specify the functional and organizational means and resources required to meet them, addressing the nation's requirements for disaster hazard and vulnerability assessment, disaster prevention and mitigation programs, disaster forecasting and warning, and disaster readiness requirements.



- Define disaster response objectives, actions, procedures, systems, and resources, and address requirements for mobilization for disaster response, disaster damage assessment, rescue and relief, rehabilitation, and reconstruction.
- Delineate requirements for development of additional detailed contingency operations and organizational plans, and assign responsibility for their completion, coordination, and maintenance.
- Specify procedures for training personnel with responsibilities under the National Plan.

## NATIONAL DISASTER ASSISTANCE ORGANIZATION

A national disaster assistance organization shall be established to prepare and plan for disasters and to direct, coordinate, and control disaster response activities and resources.

### Mission

The disaster assistance organization shall define specific plans for preparedness and response to disasters such as floods, cyclones, and land slides; shall develop and maintain necessary systems and procedures for communication, transportation, and disaster control in the event of a disaster; and shall establish national resource requirements and maintain access to resources for rescue and relief.

### Organization

The organization shall consist of a permanent National Disaster Committee and a permanent staff.

The organization shall report to that Ministry designated by the Chief of State; the minister shall be appointed by the Chief of State as National Disaster Assistance Director.

The National Disaster Committee may consist of the Ministers of Defense, Interior, Communications and Postal Services, Finance, Foreign Affairs, Education, Transportation, Public Works, and Public Health; representatives of seismological and meteorological services; and others as designated by the National Disaster Assistance Director. The National Disaster Assistance Director shall chair the Committee.

The permanent staff shall be directed by an Executive Secretary who shall report to the National Disaster Assistance Director.

With the approval of the National Disaster Committee, the organization may establish other organizational units by identifying their purpose and justifying their establishment and funding.

The National Disaster Committee shall be responsible for assuring an adequate state of national disaster preparedness in the following ways:

- By analyzing likely disasters and the nation's vulnerability to them.
- By estimating the effects of such disasters and defining requirements for response.
- By developing contingency plans to meet requirements for mobilization, rescue, relief, and rehabilitation; and to determine the availability of and to secure access to necessary resources. This step includes establishing and maintaining liaison with other government agencies, private enterprises, foreign missions, and voluntary agencies.
- By promulgating the necessary regulations to facilitate mobilizing resources and organizing postdisaster activity, and to protect public health and well-being.
- By establishing and maintaining necessary communications and warning and control systems, and by educating the public in their use.
- By establishing a suitable emergency operations center.
- By developing and conducting programs to train people in the use of disaster plans.

The organization shall also coordinate and, through the National Disaster Assistance Director, direct disaster assessment, rescue, relief, and rehabilitation operations in the following ways:

- By detecting imminent disaster and warning the populace.
- By implementing appropriate contingency plans.
- By coordinating disaster assessments and evaluating information acquired.

- By determining and coordinating appropriate responses.
- By coordinating logistics for personnel, materials, and equipment.
- By directing nongovernment and foreign assistance activity.
- By coordinating the reestablishment of essential services.

## FUNDING

### National Disaster Assistance Organization Activities

An operating budget for the organization shall be established and periodically prepared and justified by the permanent staff.

Included in this budget shall be funds for the activities of the disaster assistance organization staff and the National Disaster Committee; for the development and coordination of disaster plans, training, and exercises; for the establishment and maintenance of suitable facilities and a disaster operations center; and for the salaries for the permanent staff.

In addition, funding for any additional organizational units established by the organization shall be requested and justified in the budget.

### Relief And Rehabilitation

The disaster assistance organization shall investigate the benefits of a Disaster Relief and Rehabilitation Fund to finance mobilization, rescue, and relief costs independently of normal budgets. The organization shall present a proposal for the scope, functioning, and control of such a fund to the Chief of State and Finance Minister for consideration and approval within a year from the date of this act.

The organization shall further establish regulations and procedures to provide just compensation of private and other interests for property or resources conscripted during disasters.