

Outline of New Practices/Guidelines Introduced by DRM Agencies of ADRC Member Countries Post-Covid-19 Shutdowns

(Desk Survey based on Online Resources as of 11 June 2020)

1. Introduction

Amidst shutdowns due to covid-19 pandemic, Typhoon Vongfong (local name 'Ambo') made several landfalls on 14-15 May 2020 in the Philippines, affecting 578,571 persons in 9 provinces.¹ Additionally, Cyclone Amphan that made a landfall in West Bengal on 20 May 2020 earlier estimated the pre-evacuation of about 2.2 million people in Bangladesh and 2 million people in India.² Amphan also impacted other countries, including Sri Lanka, Thailand, and Myanmar that are likewise in shutdown situations due to the pandemic.³ Responding to these disasters during pandemic entails additional measures such as, *SOCIAL DISTANCING*, *HAND-WASHING*, and *FACE COVERING*.

Since outbreaks are not yet fully controlled in many Asian countries, and vaccine is not yet available, these infection-prevention-control measures will be part of the 'new normal', and need to be integrated in disaster risk reduction and management's program of action.

2. Complex Response

Covid-19 risk management added some complexity to disaster management. The recent disasters in the Philippines, Bangladesh, and India showed that among others, evacuation procedures and management became more complicated.

2.1 Evacuation Procedures

Where lockdowns and movement restrictions enforced, the speed to evacuating people is slower. In the province of Albay in the Philippines, where 191,116 persons were evacuated, responders themselves have to wear facemasks and to some extent wear PPEs. Adhering to social distancing, movements of people were slower and more vehicles were needed. Similar measures were introduced in West Bengal and Odisha in India.⁴ In Bangladesh, preparedness measures were more challenging, especially in *Cox Bazar* (the location of refugee camps of almost 1 million *Rohingyas* from Myanmar), as social distancing is nearly impossible. Fortunately, no casualties were reported in the refugee camps other than damaged to about 300 shelters.⁵

2.2 Managing Evacuation Centers

In the Philippines, public schools are designated as evacuation centers. As some schools are already used as covid-19 isolation centers, alternative evacuation centers were designated (e.g., in Albay, churches were used as evacuation centers).⁶ In managing evacuation at schools, each classroom can only allow two families to ensure social distancing and with

¹ NDRRMC Update No. 15 on Typhoon Ambo, http://ndrrmc.gov.ph/attachments/article/4048/Update_Sitrep_no_15_re_Preparedness_Measures_and_Effects_of_TY_AMBO_Issued_on_27May2020_12NN.pdf

² Hindustantimes, Evacuation from Amphan, <https://www.hindustantimes.com/india-news/as-cyclone-amphan-nears-4-2mn-evacuated-in-coastal-regions-of-india-b-desh/story-bpZ14tH5LNaaDNckvZknDK.html>

³ Impacts of cyclone Amphan, <https://reliefweb.int/disaster/tc-2020-000136-mmr>

⁴ Evacuation in Odisha and Bengal, <https://thewire.in/environment/cyclone-amphan-landfall-wednesday>

⁵ Impact of Amphan in Cox Bazar, <https://news.un.org/en/story/2020/05/1064712>

⁶ Churches as alternative evacuation centers, <https://www.unescap.org/blog/world-lockdown-tropical-cyclones>.

provisions of either facemasks or disinfectants.⁷ Similar situation is reported in Odisha, India, where ‘marriage halls’ and other government buildings were used as alternative evacuation centers to ensure social distance.⁸

2.3 Initial Approaches of DRM Agencies

Based on recent online materials, the Disaster Risk Management (DRM) agency either,

- Adopts the government’s general guidelines on managing covid-19 (e.g., In the Philippines, the NDRRMC adopted the Covid-19 Risk Management Guidelines of the Interagency Task Force in enforcing evacuation procedures)
- Introduces specific amendments to the Standard Operating Procedures (SOPs) and Manuals of disaster management (e.g., In India, the NDMA is in the process of amending the SOP)

3. General Considerations

In introducing new practices and guidelines that integrate covid-19 countermeasures, it is observed that DRM agencies generally consider most of the following:

- **Disaster Response System:** In most cases, DRM agency is engaged in pandemic response. It is likely that its disaster response system is already overwhelmed when typhoons, floods, or earthquakes hit the country.
- **Early Warning Communication:** As some designated disaster evacuation centers were already used as isolation facilities for covid-19, the early warning communication must be clear who should evacuate and where to evacuate in case of disaster.
- **Management of Evacuation Centers and Sheltering:** In view of covid-19, guidelines of screening disaster victims of symptoms, isolation, and testing must be considered at the evacuation centers.
- **Disaster Stockpiles:** Relief goods may now include facemasks, disinfectants, soaps, and personal protective equipment (PPE).
- **Deployment of Emergency Responders:** First responders to be deployed will now require PPEs as well as knowledge and skills in preventing the spread of coronavirus.

4. New Practices/Guidelines

As DRM agencies, in ADRC member countries, face the challenge of managing the risks of both covid-19 and natural disasters, new practices, guidelines, and plans are being introduced (Table 1). In **Japan**, the Cabinet Office for Disaster Management and the Fire and Disaster Management Agency jointly issued “Five-Point Guidance for Disaster Evacuation in the Middle Covid-19 Pandemic” (Figure 1).⁹ This simple guidance is translated into more 15 languages in consideration of foreigners living in Japan. In **Indonesia**, the National Disaster Management Authority (BNPB), in collaboration with BMKG and other stakeholders, issued a “Guide on Tsunami Evacuation during Covid-19” (Figure 2).¹⁰

⁷ Evacuees face double threat, <https://newsinfo.inquirer.net/1275322/evacuees-face-double-threat-virus-ambo>

⁸ NDRF to deal with cyclone Amphan, <https://theprint.in/india/governance/ndrf-positions-61-teams-to-deal-with-cyclone-amphan-as-pm-modi-takes-stock/424439/>

⁹ Cabinet Office Japan, ‘Evacuation Points under Covid-19 Crisis’, http://www.bousai.go.jp/kokusai/evacuation_points/index_en.html

¹⁰ Guide on Tsunami Evacuation during Covid-19, https://en.unesco.org/sites/default/files/guide_for_tsunami_evacuation_covid-1_final-1_eng.pdf

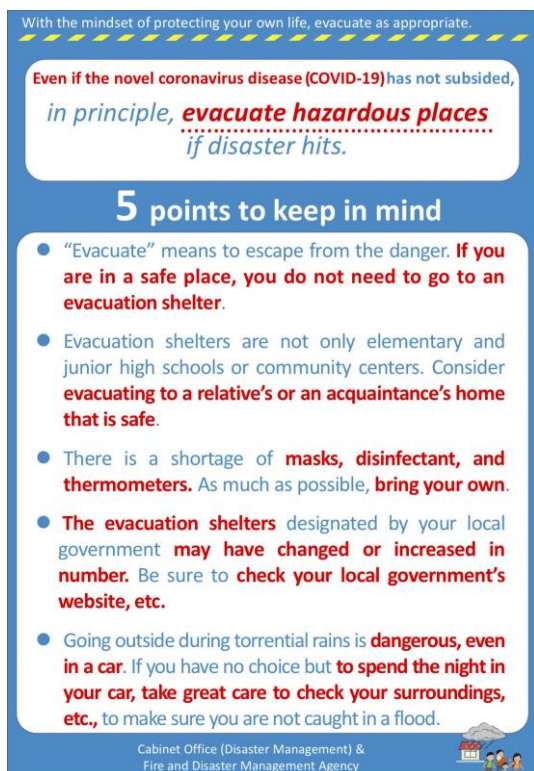


Figure 1 Japan Disaster Evacuation Guide Amidst Covid-19

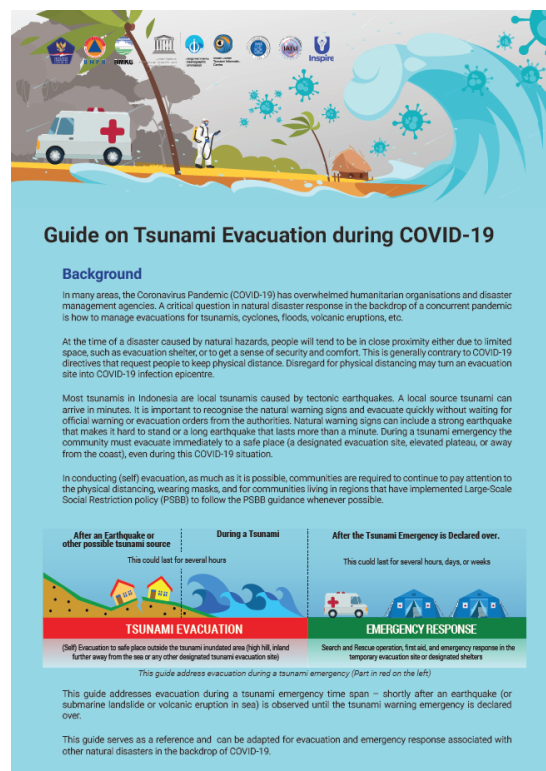


Figure 2 Indonesia Tsunami Evacuation Guide Amidst Covid-19

The listing below is still at initial stage of collection based on available online resources. The listing will evolve overtime, as ADRC visiting researchers (past and present) as well as ADRC counterparts provide more information. This listing is aimed at exchanging knowledge and lessons in improving DRM systems among ADRC member countries, especially in the contexts of multiple hazards and risks.

Table 1 Initial Listing of New Practices/Guidelines Introduced by DRM Agencies of ADRC Member Countries¹¹

1. Armenia
The Ministry of Emergency Situations (MES) added in their response measures the implementation of daily disinfection activities in Yerevan city and throughout the Provinces of the Republic. The rescuers carried out 1,168 disinfection activities in various public places: 780 in the Provinces and 388 in Yerevan city. The most crowded places are being disinfected several times per day. Residential buildings are also being disinfected, if necessary. Additionally, the rescuers maintained all the safety rules. http://mes.am/en/news/item/2020/06/01/154001062020/ <i>ADRC will gather more information through the local counterpart in Armenia.</i>
2. Azerbaijan
The Minister of Emergency Situations (MES) added in disaster awareness-raising program the delivery of aid and relief due to the impacts of covid-19. Awareness-raising messages added the importance of keeping the social distance, using of medical masks, and following other

¹¹ This Table will be regularly updated based on inputs from ADRC member countries' counterparts and Visiting Researchers (VRs).

<p>sanitarian and hygienic requirements. See report here, http://www.fhn.gov.az/index.php?eng/news/xeber/2020/5/27/36336 ADRC will gather more information through the local counterpart in Azerbaijan.</p>
3. Bangladesh
<p>The Ministry of Disaster Management and Relief (MDMR) and the Department of Disaster Management (DDM) are coordinating with the Ministry of Health and Public Welfare in applying the various Covid19 guidelines, as appropriate, in disaster management. https://www.dghs.gov.bd/index.php/bd/publication/guideline ADRC will gather more information through the local counterpart in Bangladesh.</p>
4. Bhutan
<p>The Department of Disaster Management (DDM) including in warning system information on Covid-19, particularly the “National Situational Update”. See here, https://www.ddm.gov.bt/ DDM also coordinate the national efforts in the fight against the virus. Here, https://www.gov.bt/covid19/ and here http://www.moh.gov.bt/category/public-notice/ ADRC will gather more information through the local counterpart in Bhutan.</p>
5. Cambodia
<p>With the rainy season in June, the National Committee for Disaster Management (NCDM) issued early warning to the most vulnerable groups, including preventive measures against the spread of Covid-19. http://www.ncdm.gov.kh/Home/MoreDetail/27 ADRC will gather more information through the local counterpart in Cambodia.</p>
6. China
<p>The Ministry of Emergency Management (MEM) of the People’s Republic of China strengthened the prevention and control of work safety risks, thus supporting provinces, municipalities and autonomous regions across the country to focus on fighting the Covid-19. To prevent even small possibilities of disasters in their early stages, it intensified the supervision on work safety, disaster prevention, reduction and relief, ensuring that no major disasters or accidents will occur in the midst of a nationwide fight against the pandemic. Moreover, the Ministry is now keeping on standby for possible emergency rescue operations, and formulating and improving emergency rescue guidelines and operational procedures against the backdrop of pandemic to ensure that the rescue operation can be undertaken in an orderly and effective manner. See details here https://bit.ly/3c8ffjn ADRC will gather more information through the local counterpart in China.</p>
7. India
<p>The National Disaster Management Authority (NDMA) issued the NDMA Guidelines on response measures on Covid-19 https://www.ndma.gov.in/images/covid/COVID-19-Booklet-2020.pdf. NDMA also issued related Orders and Guidelines, https://ndma.gov.in/en/media-public-awareness/ndma-orders-advisories.html Additionally, NDMA also documented best practices, http://covid19-sdmc.org/guidelinesbest-practices ADRC will gather more information through the local counterpart in India.</p>
8. Indonesia
<p>The National Disaster Management Authority (BNPB), in collaboration with BMKG and other stakeholders, issued a “Guide on Tsunami Evacuation during Covid-19”. See guide here, https://en.unesco.org/sites/default/files/guide_for_tsunami_evacuation_covid-1_final-1_eng.pdf BNPB played a crucial role in managing both disaster and covid-19, as the President of Indonesia declared Covid-19 as disaster. https://bnpb.go.id/berita/presiden-tetapkan-covid19-sebagai-bencana-nasional ADRC will gather more information through the local counterpart in Indonesia.</p>

9. Iran
In Iran, the head of the National Disaster Management Office (NDMO) https://ndmo.ir/ , Mr. Ismail Najjar, contacted Covid-19 as reported in the news. https://bit.ly/2Uw1GVb <i>ADRC will gather more information through the local counterpart in Iran.</i>
10. Japan
The Cabinet Office of the Government of Japan issued “Supplementary Guidelines on Integration Response Measures to Covid-19 at Disaster Evacuation Centers”. See details of the Guidelines here https://bit.ly/3c8ffjn . The Cabinet Office also provided the <i>Five Guiding Points on Disaster Evacuation Amidst Covid-19</i> . http://www.bousai.go.jp/kokusai/evacuation_points/pdf/point_en.pdf
11. Kazakhstan
The Committee for Emergency Situations (EMER) of the Ministry of Internal Affairs of the Republic of Kazakhstan http://emer.gov.kz/en/ has yet not shared an updated report on new practices yet in its website. <i>ADRC will gather more information through the local counterpart in Kazakhstan.</i>
12. Kyrgyzstan
The Ministry of Emergency Situations (MES) of the Kyrgyz Republic http://en.mes.kg/ has yet not shared an updated report on new practices yet in its website. <i>ADRC will gather more information through the local counterpart in Kyrgyzstan.</i>
13. Laos
On 24 April 2020, heavy rain had been affecting Luang Prabang Province, Laos, triggering floods and causing casualties https://bit.ly/2XLZzyw . The Ministry of Labor and Social Welfare http://www.molsw.gov.la/?&lang=en noted that it was a case of dual threat of natural disaster and covid-19. <i>ADRC will gather more information through the local counterpart in Laos.</i>
14. Malaysia
The National Disaster Management (NADMA) is working closely with National Security Council (NSC) in coordinating the response to Covid-19, including facilitating cooperation with other regional and international partners such as ASEAN to coordinate strategies and share information. See report here https://bit.ly/3c8ffjn <i>ADRC will gather more information through the local counterpart in Malaysia.</i>
15. Maldives
The National Disaster Management Authority (http://ndmc.gov.mv/) has easy access to National Guidelines on managing Covid-19 that can be integrated in disaster risk reduction and management work. Here, https://covid19.health.gov.mv/downloads/ <i>ADRC will gather more information through the local counterpart in Maldives.</i>
16. Mongolia
The National Emergency Management Agency (NEMA) uses the Displacement Tracking Matrix (DTM) methodology to track the mobility of people in all administrative subdivision outside Ulaanbaatar. This method is used for both Covid-19 tracking as well as improving preparedness for natural disasters, especially dzud. See DTM report here https://bit.ly/2MzqJly <i>ADRC will gather more information through the local counterpart in Mongolia.</i>
17. Myanmar

<p>The Ministry of Social Welfare, Relief, and Resettlement (MSWRR) integrated in their disaster operations stockpiles of masks, disinfectants, and PPEs for distribution. https://www.ddm.gov.mm/?p=71227 <i>ADRC will gather more information through the local counterpart in Myanmar.</i></p>
18. Nepal
<p>The NDRRMA integrated the covid-19 monitoring in their dashboard, which also show disaster risks. https://covid19.ndrrma.gov.np/. NDRRMA also coordinates lose with other ministries in the fight against Covid-19. https://covid19.mohp.gov.np/#/ <i>ADRC will gather more information through the local counterpart in Nepal.</i></p>
19. Pakistan
<p>The National Disaster Management Authority (NDMA) of Pakistan followed national guidelines on managing Covid-19, and included in their tasks the stockpiling and distribution of personal protective equipment (PPEs). https://www.nih.org.pk/novel-coronavirus-2019-ncov/ <i>ADRC will gather more information through the local counterpart in Pakistan.</i></p>
20. Papua New Guinea
<p>In Papua New Guinea, the humanitarian actors are actively integrating the lessons from cyclone Harold, early April 2020, in the Pacific as well as lessons from Tropical Storm Vongfong in the Philippines (14 May 2020) and Cyclone Amphan in India and Bangladesh (20 May 2020). https://bit.ly/3hcFk4y <i>ADRC will gather more information through the local counterpart in Papua New Guinea.</i></p>
21. Philippines
<p>The National Disaster Risk Reduction and Management Council (NDRRMC), in the event of tropical storm ‘Ambo’ (Vongfong) issued a memo to regional and local DRRMC’s to also enforce the Interagency Task Force (IATF) Guidelines on Managing Covid-19 during disaster response (e.g., physical distancing and fill only 50% of usual number of each evacuation shelter). See Guidelines here, https://bit.ly/30n5w6K The Office of Civil Defense (OCD), serving as Secretariat to the NDRRMC, included in their tasks the following: monitoring of Covid-19, stockpiling and distribution of personal protective equipment (PPEs). http://www.oed.gov.ph/supplies.html <i>ADRC will gather more information through the local counterpart in the Philippines.</i></p>
22. Russian Federation
<p>The Ministry of Emergency and Response (EMERCOM) of Russia is integrating Covid-19 response measures in disaster response. On June 9, 2020, the EMERCOM conducted knowledge sharing with Chinese government to improve the countermeasures. EMERCOM activities, include: deploying mobile hospitals, disinfecting public places with the forces of rescue units, and using aviation to transport forces and equipment in the fight against a pandemic. See report here, https://en.mchs.ru/for-mass-media/novosti/4179146 <i>ADRC will gather more information through the local counterpart in Russia.</i></p>
23. Singapore
<p>The SCDF works with the Multi-Ministry Taskforce (MTF) on Covid-19. The MTF was set up on 22 January 2020, prior to the discovery of our first confirmed case of infection. Lessons on responding to Covid-19 will be useful in amending the SCDF’s Safety Guidelines. https://www.scdf.gov.sg/ <i>ADRC will gather more information through the local counterpart in Singapore.</i></p>
24. South Korea
<p>The Ministry of Interior and Safety (MOIS) issued <i>Response Guidelines for Covid-19 and Disasters</i>. See series of Guidelines here: https://bit.ly/2XGSP3K</p>

ADRC will gather more information through the local counterpart in the Republic of South Korea.

25. Sri Lanka

The Disaster Management Centre (DMC) of Sri Lanka included in its functions the dissemination of information and management of Covid-19 in the context of disaster <https://bit.ly/37hGdUV>. DMC also has access to national best practices in the fight against coronavirus <http://covid19-sdmc.org/types-of-report/149/44>.
ADRC will gather more information through the local counterpart in Sri Lanka.

26. Tajikistan

The Committee on Emergency Situations (CoES) of Tajikistan included in their functions ‘mobile disinfection activities’ throughout the country to further prevent the spread of Covid-19. <https://www.khf.tj/ru/node/1435>
ADRC will gather more information through the local counterpart in Tajikistan.

27. Thailand

The Department of Disaster Prevention and Mitigation (DDPM) <http://www.disaster.go.th/en/index.php> coordinates with the Ministry of Public Health (MOPH) for issues on dual threat of disaster and covid-19 <https://bit.ly/3e1OuiF>
ADRC will gather more information through the local counterpart in Thailand.

28. Turkey

On 24 January 2020 at 20:55 local time, an earthquake of 6.8 on the Richter scale hit the provinces of Elazığ and Malatya in Eastern Turkey, causing widespread destruction. The Turkish Disaster and Emergency Management Authority (AFAD) immediately responded, and reported more than 1,500 aftershocks ranging from between a magnitude 5.4 to 3.3. The earthquake killed 41 people, leaving more than 1,600 injured. In view of Covid-19, AFAD disaster response measures integrate guidelines on Covid-19 prevention. See report here, <https://bit.ly/2MHud5K>
ADRC will gather more information through the local counterpart in Turkey.

29. Uzbekistan

The Ministry of Emergency Situations (MES) in the Republic of Uzbekistan includes precautionary measures on Covid-19 in reporting disaster risks <https://www.fvv.uz/>
ADRC will gather more information through the local counterpart in Uzbekistan.

30. Vietnam

The Vietnam Disaster Management Authority (VNDMA) is actively cooperating with international partners (e.g., UNDP and JICA) in updating disaster management guidelines, including impact on small business, in the context of Covid-19. <https://bit.ly/2ARi4bU> Likewise, the Disaster Management Policy and Technology Center (DMPTC) actively prepared and responded to tropical storm Vongfong. Preparations include plan to prevent the spread of the new coronavirus by filling only 50% capacity of designated evacuation shelters and to ensure social distancing of at least 1 meter apart. See report here, <https://bit.ly/2XO5ByA>
ADRC will gather more information through the local counterpart in Vietnam.

31. Yemen

The Ministry of Water and Environment in Yemen in addition to managing disaster and conflict impacts is now also supporting efforts to prevent the spread of Covid-19 (<https://bit.ly/3f3apG2>). With renewed fighting in the North, over 500,000 people are displaced at the heightened Covid-19 risk. <https://bit.ly/3hfygkz>
ADRC will gather more information through the local counterpart in Yemen.

As observed, the new practices that DRM agencies introduced are in the areas of:

- Early warning system
- Evacuation procedures
- Evacuation shelter management
- Small business recovery
- Standard Operation Procedures
- Others

This report is developing, and more information will be added as ADRC continues to gather more information member countries.

References

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ASEAN

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Open Government Partnerships

<https://www.opengovpartnership.org/collecting-open-government-approaches-to-covid-19/>

WHO Guidelines

<https://www.who.int/health-cluster/news-and-events/news/COVID19/en/>