



**THE REPUBLIC OF UGANDA**

# **The National Policy For Disaster Preparedness And Management**

**DEPARTMENT OF DISASTER PREPAREDNESS AND MANAGEMENT**

**OFFICE OF THE PRIME MINISTER**

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## ACRONYMS

<b>AU</b>	African Union
<b>CAO</b>	Chief Administrative Officer
<b>CDPC</b>	City Disaster Policy Committee
<b>CDMTC</b>	City Disaster Management Technical Committee
<b>CSOs</b>	Civil Society Organisations
<b>DDPMC</b>	District Disaster Preparedness and Management Committee
<b>DDPC</b>	District Disaster Policy Committee
<b>DECOC</b>	District Emergency Coordination and Operations Centre
<b>HFA</b>	Hyogo Framework for Action
<b>IDPs</b>	Internally Displaced Persons
<b>IATC</b>	Inter Agency Technical Committee
<b>IGAD</b>	Inter Governmental Authority on Development
<b>IMPC</b>	Inter Ministerial Policy Committee
<b>IATC</b>	Inter- Agency Technical Committee
<b>IPCC</b>	Inter- governmental Panel on Climate Change
<b>LC</b>	Local Council
<b>MLHUD</b>	Ministry of Lands Housing and Urban Development
<b>MGLSD</b>	Ministry of Gender Labour and Social Development
<b>MoLG</b>	Ministry of Local Government
<b>NARO</b>	National Agricultural Research Organisation
<b>NDPMC</b>	National Disaster Preparedness Management Committee
<b>NECOC</b>	National Emergency Coordination and Operations Centre
<b>NEMA</b>	National Environment Management Organisation
<b>NFA</b>	National Forest Authority
<b>NGO</b>	Non Governmental Organisations
<b>NIC</b>	National Incident Commander
<b>OPM</b>	Office of the Prime Minister
<b>OVC</b>	Orphans and vulnerable children
<b>PEAP</b>	Poverty Eradication Action Plan
<b>SCDMC</b>	Sub County Disaster Preparedness and Management Committee
<b>UCC</b>	Uganda Communication Commission
<b>UN</b>	United Nations
<b>UPDF</b>	Uganda People's Defense Forces
<b>URA</b>	Uganda revenue Authority
<b>UWA</b>	Uganda Wildlife Authority
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNOCHA</b>	United Nations Office for Co-ordination of Humanitarian Affairs
<b>UXO's</b>	Unexploded Ordinances
<b>VDPMC</b>	Village Disaster Preparedness and Management Committees

## FOREWORD

Drought is one of the most frequent types of disasters our country faces from time to time. Despite having the necessary conditions for food security, namely fertile soils and a favorable climate for agriculture, a large population of our people fall victim to drought regularly. Earthquakes, floods and other types of disasters have also afflicted the people of Uganda in the past. The magnitude of the disasters is more a result of our inadequate planning than a result of natural climatic or geological conditions.

The people of Uganda, through the Constituent Assembly in Objective 23 and Article 249 of the resulting Constitution, called for an end to intolerable and persistent loss of life, suffering and disruption of economic activities by disasters resulting from the lack of preparedness and patchy uncoordinated responses. Relief, disaster risk reduction and management in Uganda therefore need to be tackled in a holistic way that requires simultaneous action on different fronts.

As part of my mandate and effort to address this situation, Government embarked on a comprehensive process to develop a policy that details mechanisms and structures for the effective and practical management of disasters. The policy covers the broad subjects of vulnerability assessment, mitigation, preparedness, response and recovery, which constitute a “comprehensive disaster risk management” approach. It networks all the lead sectors, local governments, international development and humanitarian partners, the private sector and the NGOs under the principle of a multi-disciplinary and multi-skilled consultative approach. It also presents an institutional framework under which the partners coordinate their operations. It further recognizes the need to place emphasis on the vulnerable groups and persons with special needs such as; unaccompanied minors, the elderly, the mentally and physical disabled, victims of physical abuse or violence and the pregnant, the lactating and persons with HIV/AIDs.

The process of developing this policy involved consultations at all levels from communities in the rural villages through the districts to stakeholders at national level. I wish, therefore, to extend government’s special gratitude to everybody who took time to make a contribution in its development. I also wish to thank all development partners and national institutions who contributed in one way or the other to the preparation of this policy.

We cannot stop natural hazards from occurring. But collectively we can stop them from turning into social and economic disasters. I therefore urge my countrymen and women to take an active role in the implementation of the recommendations contained in this Policy in order to achieve the national vision that no one should die or suffer for lack of help during a disaster.



Professor Tarsis Bazana Kabwegyere

**MINISTER FOR RELIEF, DISASTER PREPAREDNESS AND REFUGEES**



## EXECUTIVE SUMMARY

Disaster loss and damage is on the rise in Uganda with grave consequences for the survival, dignity and livelihood of our citizens, particularly the poor. It also erodes Uganda's and hard-earned development gains. Disaster risk is increasingly becoming a global concern and its impact in one region can have a corresponding effect on lives and livelihoods in another, and vice versa.

This, compounded by increasing vulnerabilities related to changing demographics, technological and socio-economic conditions, unplanned settlements, under-development, environmental degradation, climate variability, climate change, geological hazards, competition for scarce resources, and the impact of epidemics such as HIV/AIDS, points to a future where disasters could increasingly threaten Uganda's economy and its population.

In the past two decades, on average more than 200,000 Ugandans were affected every year by disasters. In 1987, drought affected 600,000 people and epidemics killed 156 people two years later. In 1990, epidemics killed 197 people and 100 more died of the same the following year. In 1994, earthquake affected 50,000 people. By 1997, floods affected 153,500 people and killed 100 persons. Still in 1997, epidemics affected 100,000 people while landslides killed 48 others.

The drought of 1998 affected 126,000 people and in the following year impacted on 700,000 people and killed 115. In 1999, epidemics killed 91 people while landslides killed 5 others. In the year 2000, epidemics killed 224 people while two years later (2002), drought affected 655,000 people killing 79 persons. In 2005, drought affected 600,000 people and in 2006 epidemics killed 100 people. Floods affected 718,045 people while epidemics killed 67 people and landslides 5 people in 2007.

In 2008, drought affected 750,000 people and two years later (2010) landslides killed about 250 people with over 8,500 displaced affected. During the course of 2010, floods affected over 350,000 people. Internal displacement of persons over the period 1998-2008 stood at an average of 1,800,000 people most of which was as a result of armed conflict and tribal clashes (Source of data: EM-DAT CRED and government records). The above statistics demonstrate the challenges posed by natural and human-induced hazards to the economic growth of the country.

Disaster risk arises when hazards interact with physical, social, economic and environmental vulnerabilities. Events of hydro-meteorological origin constitute the large majority of disaster causes in Uganda. Despite a growing understanding and acceptance of the importance of disaster risk reduction and increased disaster response capacities, disasters, management and reduction of risks, continue to pose a national challenge.

There is now international acknowledgement that efforts to reduce disaster risks must be systematically integrated into policies, plans and programmes for sustainable development and poverty reduction. These efforts should also be supported through bilateral, regional and international cooperation, including partnerships.



Disaster risk management involves the systematic development and application of policies, strategies and practices to minimize vulnerabilities and disaster risks in order to avoid or limit the adverse impacts of hazards on lives and livelihoods of the people and socio-economic developments in a country.

Sustainable development, poverty reduction, good governance and disaster risk reduction are mutually supportive objectives, and in order to meet challenges in the implementation of the national development plan, accelerated efforts must be made to build the necessary capacities at community and national levels to manage and reduce risk.

The main objective of disaster preparedness is to ensure that in times of disaster, appropriate administrative, legislative and technical measures including procedures and resources are in place to assist those afflicted by the disaster and enable them to cope. The aim of disaster preparedness is, to minimize the adverse effects of a hazard through effective precautionary measures and ensure timely, appropriate and efficient organisation and delivery of emergency relief services.

Disasters and emergencies are too often regarded as abnormal events, divorced from “normal life”. In reality, however, disasters and emergencies are fundamental reflections of normal life. They are consequences of the ways a society is structured economically, socially, politically and its relationship with the environment.

The magnitude of each disaster, measured in deaths, damage, or costs depends on the level of vulnerability of the population. As the population increases, the best land in both rural and urban areas is taken up and those seeking land for farming or housing are forced to look for alternative land that is unsuitable for settlement. Such land offers less productivity and a lower level of physical or economic safety. Some disasters stem from the fact that certain communities are forced to settle in areas susceptible to the impact of hazards such as those living on steep slopes of the mountains, in flood plains and others who construct weak structures in earthquake prone zones.

For a long time the cause and effect relationship between disasters on one hand and socio-economic development on the other has been ignored. Disaster preparedness as an element has not been a priority in the planning process. At best, development planners hoped that disasters would not occur and, if they did, they would be handled on an ad hoc basis by the Red Cross movement and other humanitarian relief organizations. Development programmes never used to be assessed in the context of previous disasters or on the effect of potential disasters. The planning process did not take into account disaster preparedness, prevention and mitigation. The focus was on emergency response to disasters and when a disaster occurred, the response was directed to the emergency needs of the affected people. Communities under disaster distress were not seen as suitable targets for new development initiatives.

Uganda is undergoing rapid change and there are very many existing and potential risks and hazards which threaten to negate many of the development gains made over the last decade. National and international organizations are overwhelmed by the magnitude and number of calamities, while non-

governmental organizations are equally unable to satisfy demands for assistance. It is worth noting that, in recent disaster occurrences, not all planned relief operations could be completed, especially those whose objectives were not sufficiently well defined. In multi-disaster events, for example where armed conflicts and natural disasters occur simultaneously, these weaknesses have become very apparent. The present coping and relief mechanisms have proved insufficient.

The complexity of disaster induced problems requires a comprehensive and coordinated disaster management policy and legislation. These instruments should re-orient national and local efforts to address disaster induced problems in a more comprehensive and integrated manner. This strategy constitutes the fundamental basis for achieving the overall policy goal and promoting sustainable development through the mitigation of disaster occurrence.

The National Policy for Disaster Preparedness and Management, therefore, seeks to:

- i. Set the overall policy goal and objectives for disaster risk management
- ii. Provide a broad policy framework for the harmonization of sectoral and cross-sectoral policy objectives, principles and strategies
- iii. Establish an integrated and multi sectoral approach to disaster preparedness and management
- iv. Promote positive behavioural and attitudinal change towards disaster preparedness and management.
- v. Provide a basis for the formulation of a comprehensive disaster preparedness and management legal framework
- vi. Establish an institutional framework for disaster preparedness and management
- vii. Establish an effective monitoring and evaluation system
- viii. Provide for an effective information management system to facilitate collection, storage, analysis and dissemination of disaster preparedness and management information

The overall policy goal is to reduce vulnerability levels, risk mitigation, disaster prevention, preparedness, effective response and recovery in a manner that integrates disaster risk management with development planning and programming. This approach will ensure people of Uganda build capacities that would enable them minimize serious social and economic disruptions as a result of disaster events.

The policy will also create an integrated and multi-sectoral systems approach to planning, preparedness and management of disasters which is fundamental to sustained productivity and socio-economic growth.

Implementation of this policy shall be coordinated by the Department of of Relief, Disaster Preparedness and Management in the Office of the Prime Minister whose mission is to, 'minimise vulnerability levels of the people of Uganda against natural and human-induced hazards; and to save lives and livelihood assets when disasters occur'.

# CHAPTER ONE

## 1.0 THE POLICY

The primary responsibility for disaster risk management rests with the citizens. Government plays a supportive role. The 1995 Constitution, Paragraph XXIII of the National Objectives and Directive Principles of State Policy obliges the state to institute effective machinery for dealing with any hazard or disaster arising out of natural calamities or any situation resulting in the general displacement of people or general disruption of normal life.

Disasters disrupt the productive capacity of her people, destroy the infrastructure and resources, divert the planned use of meagre resources and interrupt programmes and retard the pace of development, therefore, government is committed to creating and promoting a disaster preparedness and management system, that safeguards the country against disasters and ensures continued productive capacity of her people.

The policy intends to complement the macro and sectoral policies currently being pursued by government. It takes into account the prevailing economic trends in the country and utilizes a systematic, interdisciplinary approach which will ensure the integrated use of natural and social sciences in planning and decision making.

The main thrust of this policy is to make disaster preparedness and management an integral part of the development process. It recognizes the profound impact of human activity on the interrelations within the natural environment as well as the influence of population growth, urbanization, industrial expansion, resource exploitation and technological advances. The policy also emphasizes the critical importance of restoring and maintaining the quality and overall welfare and development of human beings in their environment. In cooperation and partnership with local governments and other concerned public and private organizations, it undertakes to use all practicable means and measures including financial and technical assistance to foster and promote the general welfare of the communities, create and maintain conditions under which they can exist in productive harmony with nature and fulfill the social, economic and other requirements of development.

A further fundamental purpose of the policy is to advocate an approach to disaster preparedness and management that focuses on reducing risks – (i.e loss of life, economic loss and damage to property). This approach involves a shift from a perception that disasters are rare occurrences managed by emergency rescue and support services. A shared sense of awareness and responsibility needs to be created to reduce risks in our homes, communities, places of work and public in general.

This requires a significantly improved capacity to track, monitor and disseminate information on phenomena and activities that trigger disaster events. It needs the support of institutional emergency preparedness and response capacity at local and national levels. It also implies an increased commitment to strategies to prevent disasters and mitigate their severity. The policy also seeks to integrate risk reduction strategies into existing and future polices and plans.

While in pursuit of this general goal, the main focus is to strengthen the institutional capacity for the delivery of services that improve preparedness and management. This is to be done through rational organization of the current system, awareness, advocacy, training, and equipping the desired participating institutions.

The expected outcome of this policy is a maximum state of preparedness for the country so that in every agency that has relevance to disaster preparedness, response, mitigation and recovery, there is ability and readiness to operate together in consonant and harmony before, during, and after a disaster event.

### **1.1.1 The Policy Mission**

The mission is to create an effective framework through which Disaster Preparedness and Management is entrenched in all aspects of development processes, focusing on saving lives, livelihoods and the country's resources.

### **1.1.2 The Policy Goal**

The goal is to establish institutions and mechanisms that will reduce the vulnerability of people, livestock, plants and wildlife to disasters in Uganda.

### **1.1.3 Policy Objectives**

- i. Establish Disaster Preparedness and Management institutions at national and local government levels.
- ii. Equip Disaster Preparedness and Management institutions and ensure that the country is prepared at all times to cope with and manage disasters.
- iii. Integrate Disaster Preparedness and Management into development processes at all levels.
- iv. Promote research and technology in disaster risk reduction
- v. Generate and disseminate information on early warning for disasters and hazard trend analysis
- vi. Promote public, private partnerships in Disaster Preparedness and Management.
- vii. Create timely, coordinated and effective emergency responses at national, district and lower level local governments.

### **1.1.4 Guiding Principles**

#### ***1.1.4.1 Sound Planning Using a Multi-Sectoral Approach***

Effective disaster preparedness and management depends on multi-sectoral planning and programming. It is based on a rational assessment of disaster risk and on the analysis of the vulnerability of the communities. Planning for disaster has to be undertaken at all levels; from the national to the village level. Long term adequate planning enables the country to be prepared for disasters at all times.

#### ***1.1.4.2 Community Participation***

Individuals within communities have valuable information and resources to share on the likelihood, causes and consequences of disasters. Given that they have rights and obligations to participate in key decisions that affect their lives, they are called upon to prepare for and respond to disasters. At all levels, government will provide appropriate mechanisms and opportunity for participation in all processes of disaster preparedness and management. It is acknowledged that disasters transcend district, national and international borders and can affect communities that may not be directly known to be at risk.

#### ***1.1.4.3 Public Awareness and Education***

Individuals in communities can only participate in disaster planning and management when they have updated information and on the likelihood of disasters and on the appropriate ways of responding to them. The media, community leaders and stakeholders shall be called upon to create awareness on the relevant aspects of disasters and provide them with the necessary guidelines.

#### ***1.1.4.4 Institutional Capacity Building***

Effective Disaster Preparedness and Management shall be based on constant reviewing and upgrading of institutional capacity to cope with disasters at national and community levels. Coping capacity shall be judged in terms of the equipment, resources, skills and knowledge required to undertake Disaster Preparedness and Management.

#### ***1.1.4.5 Adequate Expertise and Technology***

Disaster Preparedness and Management requires integration of technical expertise, indigenous and modern scientific knowledge on hazards and disasters in order to develop cost effective approaches for mitigation, preparedness, response and recovery. Government shall engage relevant expertise and appropriate technologies to come up with an effective disaster preparedness and management capability.

#### ***1.1.4.6 Vulnerability Analysis***

Disaster preparedness and management depends on an accurate analysis and mapping of the vulnerability and susceptibility of communities to risks. It shall involve geo-referencing, mapping and livelihood zoning. Undertaking vulnerability analysis shall be part of the early warning system.

#### ***1.1.4.7 Human Rights Observance***

Human rights are likely to be affected not only by the prevalence of disasters, but also by the processes undertaken to plan for and respond to the disasters. Acknowledging that planning for and responding to disasters is a shared responsibility and partnership between the state and the people, government will strengthen good governance. The policy will integrate human rights in disaster preparedness and management by way of avoiding all forms of discrimination.

#### ***1.1.4.8 Social, Environmental and Economic Costs***

The social, economic and environmental costs of disasters shall be considered by the public and private sectors during the planning and development processes. The socio-economic and environment

impact assessments shall be undertaken to guide planning and budgeting for Disaster Preparedness and Management. Research on the likelihood of disasters and the assessment of the likely social, economic and environmental impacts will be conducted regularly as an integral aspect of disaster preparedness and management.

#### ***1.1.4.9 Climate Change***

The problems of climate change are real and the effects of global warming are already evident. Cognizant of the effects of climate change, proactive actions shall be undertaken to reduce the causes and the negative impacts of climate change. Government shall develop climate change adaptation and mitigation measures.

#### ***1.1.4.10 Partnership and Co-ordination***

Integrated and coordinated Disaster Preparedness and Management is based on partnerships and collaborative ventures between all sectors of government, donors, UN agencies, NGOs, civil society organizations, the private sector and communities.

#### ***1.1.4.11 Regional and International Partnerships***

The policy acknowledges that disasters transcend international borders and on this note, Uganda shall continue to subscribe to regional and international bodies related to disaster risk reduction. The policy shall promote participation in regional and global initiatives for the implementation of disaster risk reduction and response.

#### ***1.1.4.12 International and Regional Instruments***

The implementation of the policy shall take into account international and regional instruments ratified by Uganda Government. These include:

- i. The UN framework Convention on Climate Change and Kyoto Protocol (1997)
- ii. The Montreal Protocol on Substances that Deplete the Ozone Layer of 16 September 1987
- iii. The IGAD Initiatives on Drought and Desertification.
- iv. The SPHERE Project, Minimum Standards on Disaster Response.
- v. The African Charter on Rights and Welfare of the Child
- vi. United Nations Guiding Principles on Internal Displacement
- vii. African Charter on Human and Peoples' Rights 1991
- viii. International Covenant on Civil and Political Rights, 1966
- ix. The 2004 African Union Regional Strategy for Disaster Risk Reduction
- x. The African Union Convention on Protection of Returnees, IDPs and Refugees (2009)
- xi. The Hyogo Framework for Action on Disaster Risk Reduction (HFA 2005).
- xii. The Pact on Security, Stability and Development in the Great Lakes Region 2006



## CHAPTER TWO

### 2.0 THE NATURE AND EXTENT OF DISASTERS IN UGANDA

Uganda has witnessed a number of natural and human-induced disasters that have culminated into loss of life, property and displacements. The following have been prevalent: displacement as a result of civil strife and natural disasters; famine as a result of drought; transport accidents, earthquake, epidemics, flooding, landslides, environmental degradation, technological accidents, crop pest infestation, livestock and wildlife disease epidemics.

Owing to meagre resources, the administrative and technical measures necessary for disaster preparedness and management in the country are scanty and hampered by poor equipment. The country lacks a depository and repository of vital data on the incidence of disasters and their effects on the communities. Enforcement of legislation on risk avoidance is weak such that disruptions arising from disasters have continued to grow without corresponding lessons-learnt measures.

The policy, therefore, is an effort to put in place a systematic disaster prevention, mitigation, preparedness and management framework for the country. Lead institutions and other responsible institutions have been identified for each of the hazards that affect the country and are listed below. The policy urges the lead institution to coordinate responsible institutions and establish mechanisms for monitoring, assessing and reporting on risk levels and actions being take to minimise adverse effects. The lead institution is urged to hold at least on quarterly basis a consultative meeting of responsible institutions and stakeholders. Quarterly written reports addressed to the Permanent Secretary Office of the Prime Minister shall be submitted by the lead institutions highlighting risk status and actions being undertaken by each of the responsible institutions and other stakeholders. The lead institution in consultation with the responsible Institutions may co-opt other stakeholders not named in this policy.

### 2.1 NATURAL HAZARDS IN UGANDA

#### 2.1.1 Drought

Drought is the prolonged shortage of water often caused by dry weather conditions. Water, drought and famine are related. Many parts of Uganda are continuously receiving less rainfall than before due to global warming and other deteriorating regional weather conditions. The most drought-prone areas in Uganda are the districts in the cattle corridor stretching from Western and Central to mid Northern and Eastern Uganda. In extreme cases, particularly in Karamoja region, the frequent failure of the seasons leads to starvation. Severe drought results in human and livestock deaths and is also exemplified by the reduced water table, diminishing water levels in the major lakes and crop failure. It is anticipated that the extension of the Sahara Desert further south will make Uganda more prone to drought and water shortage. Water is a major factor in the socio-economic development of Uganda. When disaster strikes, water is the first resource the victims require. It is also the first requirement for preventing diseases when many people are assembled together. Inadequate water supply leads to drought and famine whereas a stable water supply, scientific water control and management



ensure good health and high productive agriculture. Excess water leads to floods, landslides and poor sanitation which in turn leads to water borne epidemics such as cholera. The rapid growth in population and increased agricultural and industrial production require adequate and safe water supply. The development of adequate domestic and industrial water supply which can be accessed during disaster is hampered by inadequate financial resources, poor accessibility to safe water supply points, scattered settlements and inadequate education and awareness on hygiene.

#### **2.1.1.1 Policy Actions**

- i. Establish proper mechanisms for weather predication, early warning and drought information message dissemination.
- ii. Enforce implementation and compliance to environmental regulations and laws.
- iii. Integrate environmental conservation in national development planning.
- iv. Map and zone of drought prone areas and agricultural viable areas.
- v. Strengthen of research institutions for development of drought resistant crops and livestock.
- vi. Prioritize programmes for small scale irrigation/water for production.
- vii. Mechanise agriculture.
- viii. Improve land use/management.
- ix. Establish a National Data Base on drought.
- x. Integrate disaster management programmes into the National Water Action Plan with a view to provide water supply to disaster prone areas.
- xi. Increase the level of community awareness on the importance of water and the need to conserve it, particularly with regard to hygiene and drought.
- xii. Promote an integrated approach by concerned government agencies and Non Governmental Organizations (NGO) in the implementation of water supply, conservation and protection of relevant catchment areas with a view to ensure availability of water in disaster prone areas.

#### **Responsible Institutions**

- i. Ministry of Water and Environment (Lead Institution)
- ii. Ministry of Agriculture, Animal Industry and Fisheries
- iii. Department of Meteorology
- iv. National Environmental Management Authority (NEMA)
- v. Ministry of Lands and Housing and Urban Development
- vi. Ministry of Local Government
- vii. Office of the Prime Minister
- viii. National Forest Authority
- ix. Local Governments
- x. Uganda Wild Life Authority
- xi. Research Institutions
- xii. Community, Private Sector and Civil Society Groups

#### **2.1.2 Famine / Food Insecurity**

Famine is a severe shortage of food that may lead to malnutrition and death. The areas that are most prone to famine are Karamoja, Acholi, Lango, Teso and parts of West Nile. Some of the factors contributing to famine include drought, crop failure and livestock deaths. Famine could also be a consequence of conflict, displacement and land shortage

The 1993/94 famine affected over 1.8 million people in 16 districts. Drought is the main cause of famine.

Famine and drought situations have compounded poverty among the peasants, incapacitating the communities from participating in economic development and lowering their nutritional status. As a result, the frequency of illness and death, loss of livestock, migration and break up of the communities has increased.

#### **2.1.2.1 Policy Actions**

- i. The Ministry of Agriculture, Animal Industry and Fisheries and the Local Governments shall take measures including specific programmes, needed to improve methods of production, conservation and distribution of food by making full use of available technical and scientific knowledge, disseminating knowledge of principles of nutrition by developing or reforming agrarian systems in such a way as to achieve the most efficient and sustainable development and utilization of natural resources.
- ii. Government shall establish and maintain adequate grain stores for drought prone areas and other emergencies. Donors and humanitarian and development agencies are encouraged to assist at the initial stage.
- iii. During periods of food shortage, the Department of Relief, Disaster Preparedness and Management shall provide relief foodstuffs and non-food commodities to persons in need from the time of food shortage up to the next harvest season of the affected people. Government shall endeavor to invite humanitarian and development agencies to provide support with relief.
- iv. Support for food-for-asset programmes aimed at preparing land, rehabilitating social infrastructure and other activities necessary for community stability.
- v. Increasing production and productivity for food security using improved production technologies.
- vi. Streamlining the land tenure systems in Uganda.
- vii. Creating community awareness and adoption of high yielding and drought resistant variety of crops and livestock.
- viii. Promoting modern farming methods among the communities.
- ix. Establishing measures for household, community, regional and national food reserves and silos.
- x. Ensuring the implementation of food security and nutrition policy.
- xi. Establishing a National Database on drought.

#### **Responsible Institutions**

- i. Ministry of Agriculture, Animal Industry and Fisheries (Lead Institution)
- ii. Office of the Prime Minister
- iii. Ministry of Water and Environment
- iv. Ministry of Lands and Housing and Urban Development
- v. Ministry of Local Government
- vi. Ministry Gender, Labour and Social Development
- vii. Local Governments
- viii. Research Institutions
- ix. Community and Private Sector
- x. UN Agencies and NGOs

- xi. Ministry of Health
- xii. Ministry of Education and Sports

### **2.1.3 Floods**

A flood occurs when large amounts of water cover a place that is meant to be dry. Floods build up slowly. They are seasonal and usually occur in periods of intense rainfall and el-Niño phenomena. Besides causing death due to drowning, floods destroy public health facilities such as water sources and sanitation facilities. Floods also trigger outbreaks of water borne diseases and malaria, hence compounding community vulnerability to health hazards. They also cause physical damage by washing away structures, crops, animals and submerging human settlements. The flood risks can be minimised through forecasting, studying seasonal patterns as well as the construction and maintenance of sufficient drainage systems. Floods could be properly managed through flood risk mapping and surveys by air and land. Uganda experiences both flash and slow onset floods. They are common in some urban areas, low lying areas and areas along river banks and close to swamps. The areas prone to floods are Kampala, Northern and Eastern parts of Uganda.

#### **2.1.3.1 Policy Actions**

- i. Create awareness in the communities on flood risk reduction measures
- ii. Enforce river bank management regulations
- iii. Protect and restore wetlands
- iv. Ensure proper physical planning of rural and urban settlements
- v. Gazette flood basins

#### **Responsible Institutions**

- i. Ministry of Water and Environment (Lead Institution)
- ii. Ministry of Agriculture, Animal Industry and Fisheries
- iii. Ministry of Lands, Housing and Urban Development
- iv. Ministry of Local Government
- v. Office of the Prime Minister
- vi. Local Governments
- vii. Community and Private Sector
- viii. UN Agencies and NGOs
- ix. Ministry of Health
- x. Kampala Capital City Authority
- xi. National Environment Management Authority.

### **2.1.4 Landslides And Mudslides**

Landslides and mudslides are rapid movement of a large mass of mud, rocks, formed from loose soil and water. It usually follows heavy rainfall and water flow from high ground through cracked bed rocks and earthquakes and lead to movement of soils or sediments. Landslides and mudslides are very difficult to predict but their frequency and extent can be estimated by use of information on the area's geology, geomorphology, hydrology, climate, vegetation cover and traditional knowledge. Community settlement on steep slopes and other uncontrolled land use practices increase the likelihood of landslides and mudslides prevalence. The areas mostly affected by landslides are the Mt. Elgon, Rwenzori and Kigezi sub-regions.

#### **2.1.4.1 Policy Actions**

- i. Map and gazette landslide and mudslide prone areas and prohibit settlement in such risk areas
- ii. Resettle all persons living in land/mudslide prone areas
- iii. Undertake to promote afforestation
- iv. Enforcement of relevant laws and policies
- v. Apply appropriate farming technologies and land use practices
- vi. Promote research

#### **Responsible Institutions**

- i. National Environment Management Authority (NEMA) (lead Institution)
- ii. Ministry of Water and Environment
- iii. Department of Geological and Mine Survey
- iv. National Forest Authority (NFA)
- v. Uganda Wildlife Authority (UWA)
- vi. Makerere University, Geography Dept.
- vii. Ministry of Agriculture, Animal Industry and Fisheries
- viii. Ministry of Lands, Housing and Urban Development
- ix. Ministry of Local Government
- x. Ministry of Works and Transport
- xi. Office of the Prime Minister
- xii. District Local Governments
- xiii. NARO and other Research Institutions
- xiv. Community and Private Sector
- xv. Ministry of Defence and other Rescue Agencies
- xvi. UN Agencies and NGOs
- xvii. Ministry of Health

#### **2.1.5 Epidemics**

This is the prevalence, in a particular community and at a particular period, of a disease whose magnitude goes beyond normal/expected levels. The diseases include; cholera, meningitis, hepatitis E, Marburg, plague, and Ebola, sleeping sickness. Others are diseases such as diarrhea dysentery and typhoid. The massive chemical or/and alcoholic poisoning may also create a hazardous condition similar to epidemics. Modern epidemics include avian influenza (bird flu), Ebola hemorrhagic fever and malaria. In some parts of Uganda, diseases like meningitis, cholera, HIV/AIDS and Ebola, plague and jiggers constitute hazards. Crop and livestock epidemics also are also common in many parts of the country and cause social and economic loss. Other health related hazards come from radiation, strong tropical winds and the increased threat of global warming. Uncontrollable movements of livestock and plants are some of the chief causes of the associated epidemics. Some diseases are induced by people particularly through laboratory accidents.

Epidemics could be addressed through making contingency plans and structuring emergency health services. It is also important to establish develop early warning systems through routine surveillance and training in emergency operations. Success of this will depend on creation of an inventory of required resources.

## **2.1.6 Human Epidemics**

### **2.1.6.1 Policy Actions**

- i. Improve sanitation and hygiene practices
- ii. Ensure vaccination, immunisation of the affected population and treatment of the sick
- iii. Distribute mosquito nets and ensure their proper usage
- iv. Ensure staffing of all health centres with qualified personnel
- v. Promote research in to modern emerging diseases
- vi. Strengthen entomological services and disease surveillance
- vii. Create public awareness

### **Responsible Institutions**

- i. Ministry of Health (lead Institution)
- ii. Ministry of Agriculture, Animal Industry and Fisheries
- iii. Ministry of Local Government
- iv. Uganda Virus Research Institute
- v. Joint Clinical Research Institute
- vi. Local Governments
- viii. Office of the Prime Minister
- ix. Ministry of Water and Environment
- x. UN Agencies, Private Sector and NGOs

## **2.1.7 Crop and Animal Disease**

Animal diseases include; swine fever, foot and mouth, nangana, and bird flu. Crop diseases include; fee wilt, banana bacterial wilt, cassava mosaic, brown steak.

### **2.1.7.1 Policy Actions**

- i. Vaccination and spraying
- ii. Strengthen disease surveillance programmes
- iii. Enforce regulations on movement of animals (Quarantine)
- iv. Adopt new and appropriate technologies
- v. Undertake proper case management of the affected animals and plants
- vi. Introduce hybrid seeds and animals
- vii. Introduce disease resistant plants and animals

### **Responsible Institutions**

- i. Ministry of Agriculture, Animal Industry and Fisheries (Lead Institution)
- ii. Ministry of Water and Environment
- iii. Ministry of Lands, Housing and Urban Development
- iv. Ministry of Local Government
- v. OPM
- vi. Local Governments
- vii. Uganda Wildlife Authority
- viii. National Environment Management Authority
- ix. Research Institutions
- x. Community and Private Sector
- xi. UN agencies and NGOs
- xii. Ministry of Health

### **2.1.8 Pandemics**

A disease epidemic occurs when there are more cases of that disease than normal. A pandemic is a worldwide epidemic of a disease. An influenza pandemic may occur when a new influenza virus appears against which the human population has no immunity. With the increase in global movement, as well as urbanization and overcrowded conditions in some areas, epidemics due to a new influenza virus are likely to take hold around the world, and become a pandemic faster than before. Pandemics can be either mild or severe in the illness and death they cause, and the severity of a pandemic can change over the course of that pandemic.

In the past, influenza pandemics have resulted in increased death and great social disruption. In the 20th century, the most severe influenza pandemic occurred in 1918-1919 and caused an estimated 40 to 50 million deaths worldwide. Current epidemiological models project that a pandemic could result in 7.4 million deaths globally.

If an influenza pandemic were to occur today, we could expect the virus to spread rapidly due to the interconnected nature of the world and the high level of global travel.

#### **2.1.8.1 Policy Actions**

- i. Strengthen entomological, epidemiological and disease surveillance
- ii. Develop appropriate preparedness and response plans

#### **Responsible Institutions**

- i. Ministry of health (lead institution)
- ii. Office of the Prime Minister
- iii. Ministry of Internal Affairs – Immigration and Police
- iv. Ministry of Agriculture, Animal Industry and Fisheries
- v. Ministry of Trade , Tourism and Industry
- vi. Ministry of Defence – UPDF
- vii. Directorate of Information and National Guidance
- viii. Ministry of Local Government
- ix. Uganda Wildlife Authority
- x. Ministry of Information Communication and Technology
- xi. United Nations Agencies and NGOs.
- xii. District Local Governments
- xiii. Private Sector

### **2.1.9 Heavy Storms**

Heavy storms in Uganda are often accompanied by hailstorms, thunder storms and violent winds. Hailstorms can cause flooding and related public health hazards. Various parts of Uganda are prone to hailstorms to varying degrees. While in some areas the occurrence and magnitude is low, a number of places are highly susceptible to hailstorms characterised by heavy tropical rains, strong and violent winds. Hailstorms and thunderstorms result in immense destruction of crops, animals, public infrastructure and human settlements often leading to deaths and disruption of social services. Lightning has a serious effect on human life and may be reduced through following standard construction codes (with gadgets against lightning).



### **2.1.9.1 Policy Actions**

- i. Encourage agro forestation
- ii. Creation of public awareness on the evacuation in circumstances of heavy storms
- iii. Enforce adherence to proper building codes and standards
- iv. Practice proper farming techniques
- v. Establishment of weather stations and early warning systems.

### **Responsible Institutions**

- i. Ministry of Water and Environment
- ii. Ministry of Education and Sports
- iii. Ministry of Local Government
- iv. Ministry of Agriculture, Animal Industry and Fisheries
- v. Ministry of Lands Housing and Urban Development
- vi. Ministry of Local Government
- vii. Ministry of Works and Transport
- viii. Office of the Prime Minister
- ix. Research Institutions like NARO
- x. Community and Private Sector
- xi. Ministry of Defence
- xii. UN Agencies and NGOs
- xiii. Ministry of Health

### **2.1.10 Pest Infestation**

These are unwanted and destructive insects or any animals that attack food or livestock both during the growing and post harvest seasons. Pest increase in number due to one or a combination of ecological factors including among others, temperature, monoculture, introduction of new pest species, weak genetic resistance, poor pesticide management, bad weather patterns and migration. Pests lead to damage of plants and harvested crops, consequently leading to food shortages, famine and economic stress. Common pests in Uganda include; weevils, locusts and caterpillars. While diseases include; coffee wilt, banana wilt and cassava mosaic. Risk can be reduced through pest monitoring and using an integrated pest management approach.

#### **2.1.10.1 Policy Actions**

- i. Create awareness and early warning in communities
- ii. Promote research into pest resistant crops
- iii. Surveillance of crop diseases and monitoring of crop production
- iv. Ensure spraying of crops
- v. Manage and control of vermin
- vi. Promote proper post harvest crop husbandry

### **Responsible Institutions**

- i. Ministry of Agriculture, Animal Industry and Fisheries (Lead Institution)
- ii. Ministry of Health
- iii. Ministry of Local Government
- iv. Local Governments



- v Ministry of Water and Environment
- vi Uganda Wildlife Authority
- vii Office of the Prime Minister
- viii Research Institutions
- ix Development partners, Red Cross, and NGOs

### **2.1.11 Earthquakes**

Earthquakes result from sudden violent movements of the earth's surface, sometimes causing tremendous loss of lives and property. Available seismic information indicates that parts of Western and Central Uganda are prone to seismic activity. Whereas the probability of occurrence of an earthquake can be determined by existing technology, its exact timing is not easy to ascertain. This makes it imperative to have adequate preparedness for disasters related to earthquakes. The vulnerability to earthquakes and seismic related hazards increases with the construction of storied structures. Forecasting based on monitoring of seismic activity, historical incidence and observation need to be carried out. Besides, risk reduction measures such as public awareness and training, reduction of structural vulnerability through construction of earthquake resistant shelters based on enforceable building codes, earthquake early warning and preparedness programmes must be carried out.

In 1994, for example a strong earthquake hit districts in Rwenzori region affecting over 50,000 people. As the level of development in Uganda goes up, people are likely to construct high-rise structures that increase the country's vulnerability to earthquakes. The year 2007 was characterised by numerous waves of earthquakes. This has caused fear associated with the ill level of prevention and preparedness in the development ventures that have been undertaken. Past occurrences of quakes in this region point to a need for preparedness to mitigate their effects.

#### **2.1.11.1 Policy Actions**

- i. Map out earthquake prone areas
- ii. Raise public awareness on earthquakes preparedness
- iii. Develop earthquake resistant building standards
- iv. Ensure adherence to building codes and regulations
- v. Undertake geological studies and research into earth movements
- vi. Promote seismic safety activities
- vii. Acquire technology to monitor and detect occurrence of earth quakes

#### **Responsible Institutions**

- i. Ministry of Energy and Mineral Development (Lead Institution)
- ii. Ministry of Lands, Housing and Urban development
- iii. Universities and Research institutions
- iv. Ministry of Water and Environment
- v. Ministry of Works and Transport
- vi. Ministry of Education
- vii. Ministry of Local Government
- viii. Ministry of Agriculture, Animal Industry and Fisheries
- ix. Uganda Seismic Safety Association
- x. Office of the Prime Minister

- xi. Local Governments
- xii. Community and Private Sector
- xiii. Ministry of Defense and Rescue Agencies

## **2.2 HUMAN INDUCED DISASTERS**

### **2.2.1 Transport Related Accidents**

The increasing numbers of accidents that take place during road, air, water and railway transportation are occasionally fatal and hazardous. At the moment, it is the road accidents which are more frequent because road transportation is used more often than air, railway and water transport. In recent years, motorcycle (*bodaboda*) accidents have become notoriously rampant and fatal. Accidents associated with water transportation have also been on the increase in the recent years. The numbers of boats that capsize on a daily basis are many. On some occasions, crocodiles attack people who use small canoes. Given the growing socio-economic development, aviation accidents may also intensify with increasing air transport. Without proper planning, these accidents are likely to increase following an increase in mobility due to population growth. The country must therefore develop a capacity to handle accident related emergencies.

#### **2.2.1.1 Policy Actions**

- i. Enforce the Road Traffic Act 1998 as amended
- ii. Educate drivers and passengers on safe road usage
- iii. Introduce bus transport in urban centres
- iv. Create more entry and exit roads for Kampala city and other urban centres
- v. Improve road quality
- vi. Establish well equipped hospital emergency facilities along major high ways
- vii. Promote public/private partnership on road quality and network improvement
- viii. Establish water transport safety standards and facilities on Uganda's major lakes
- ix. Intensify supervision and monitoring of water transport systems
- x. Enforce codes of conduct amongst staff assigned with checking transport systems

#### **Responsible Institutions**

- i. Uganda Police (Lead Institution)
- ii. Ministry of Works and Transport
- iii. UCC and Other Communications Agencies
- iv. Ministry of Health
- v. Ministry of Defence
- vi. Ministry of Internal Affairs
- vii. Ministry of Justice and Constitutional Affairs
- viii. Civil Aviation Authority
- ix. Uganda Revenue Authority
- x. Uganda National Roads Authority
- xi. Ministry of Education and Sports
- xii. Ministry of Local Government
- xiii. City Authorities, Municipalities and Town Councils
- xiv. Ministry of Gender, Labour and Social Development

- xv. District Local Governments
- xvi. St. Johns Ambulance
- xvii. Railways Management
- xviii. Office of the Prime Minister
- xix. Community and Private Sector
- xx. Uganda Red Cross Society
- xxi. UN Agencies and other NGOs

### **2.2.2 Fires**

Fire hazards include the unplanned and massive burning which may cause destruction of equipment, settlements, property and life. Among the many factors that cause fire hazards are haphazard electric wiring, poor construction standards, accidents, arson and uncontrolled burning of bushes or waste materials. Fires are common in industries, congested human settlements, institutions of learning and market places. The risk of fire hazards is likely to be higher with Uganda's increasing exploitation of oil, gas and petroleum resources which are highly inflammable. It calls for preparedness and management of fire hazards which calls for intensification of sensitization and public awareness campaigns

#### **2.2.2.1 Policy Actions**

- i. Institute severe punishment, bye-laws and ordinances to stop bush burning practices
- ii. Install fire fighting equipments
- iii. Establish building codes specifying fire escape routes, fire resistant materials and fire detection systems
- iv. Raise awareness on the causes and preventive actions on fire outbreaks
- v. Conduct regular checks of electrical installation
- vi. Conduct regular fire drills in public places and institutions of learning
- vii. Equip the fire brigade institutions
- viii. Establish regional fire facilities to correspond with emerging challenges
- ix. Develop partnerships with companies, organisations and Institutions that have relevant fire fighting equipment and rescue facilities.

#### **Responsible Institutions**

- i. Ministry of Internal Affairs ( Fire Brigade) (lead Institution)
- ii. Ministry of Works and Transport
- iii. Civil Aviation Authority
- iv. Ministry of Education and Sports
- v. Ministry of Local Government
- vi. Ministry of Energy and Mineral Development
- vii. Ministry of Information, Communications Technology
- viii. Ministry of Trade and Industry
- ix. Community and Private Sector
- x. Uganda Red Cross Society
- xi. Association of Professional Engineers and Architects of Uganda
- xii. Association of Contractors and Builders

### **2.2.3 Internal Armed Conflicts and Internal Displacement of Persons**

Since independence, Uganda has been characterised by successive internal armed conflicts which have led to loss of lives and massive displacement of communities. The major conflicts have included the 1979 war, that ousted the government of Idi Amin, the 1980-1986 armed struggles that took place mainly in the central parts of Uganda and the 1986-2007 armed conflicts in Northern and Eastern parts of the country. Other forms of unrest have taken place in form of cattle rustling in Karamoja area.

This type of disaster is complex and difficult to handle because quite often the victims are located in areas where armed conflicts are taking place. Such areas are difficult to access and the delivery of relief requires agreements with some of the parties involved in the conflict.

Furthermore, the mobilization of massive relief is required at short notice. Such assistance includes provision of foodstuffs, household items (clothing, blankets, and cooking utensils), water supply and some form of shelter. Displacement disasters are expensive to the country since they involve feeding and settling persons for unspecified periods. The large population is rendered unproductive and this is detrimental to the economy.

#### **2.2.3.1 Policy Actions**

- i. Maintain good governance principles and practices
- ii. Develop mechanisms for peace building and conflict management/resolution
- iii. Implement in full the National IDP Policy
- iv. Implement the Kampala Convention on IDPs, Refugees and Returnees in Africa (2009)
- v. Implement other Conventions and Treaties on forced displacement
- vi. Develop conflict early warning systems
- vii. Control the movement and proliferation of small arms and light weapons
- viii. Conduct disarmament programmes and destruction of illegal ammunitions
- ix. Strengthen community policing
- x. Integrate and provide vocational skills to veteran warriors

#### **Responsible Institutions**

- i. Ministry of Internal Affairs (Lead Institution)
- ii. Ministry of Defence
- iii. Ministry of Justice and Constitutional Affairs
- iv. Office of the Prime Minister
- v. Ministry of Education and Sports
- vi. Ministry of Local Government
- vii. Ministry of Gender, Labour and Social Development
- viii. Ministry of Works and Transport
- ix. District Local Governments
- x. Community and Private Sector
- xi. Amnesty Commission
- xii. Cultural Institutions
- xiii. Uganda Red Cross Society
- xiv. UN Agencies and other NGOs

### **2.2.4 Mines and Unexploded Ordinances (UXOs)**

Mines are ammunitions designed to explode within proximity or in contact with a person or a vehicle. There are also other dangerous devices like; explosives, ammunitions, bombs, shells, mortars, grenades landmines, anti tanks and anti personnel. They are commonly used in contemporary wars and cause death and injury to humans and animals. Many of these devices that are fatal to the civilian communities are those that were abandoned unused but remain dangerous. They do explode any-time upon detonation by innocent children or adults who come in contact with them unconsciously. The most affected areas in Uganda include the Acholi, Lango, Teso and Ruwenzori sub regions. These areas have been affected by insurgency over the past two decades.

#### **2.2.4.1 Policy Actions**

- i. Map out mine/ UXO contaminated areas
- ii. De-mine contaminated areas
- iii. Undertake risk education for the affected communities
- iv. Develop and implement victim support systems
- v. Conduct destruction of stock piles of the dangerous arms and ammunitions
- vi. Advocate and maintain the ban on the use, manufacture and transfer of mines
- vii. Develop mine/UXO information and teaching manuals

#### **Responsible Institutions**

- i. Office of the Prime Minister (Lead Institution)
- ii. Ministry of Defence
- iii. Ministry of Internal Affairs
- iv. Ministry of Foreign Affairs
- v. Ministry of Justice and Constitutional Affairs
- vi. Ministry of Education and Sports
- vii. Ministry of Gender, Labour and Social Development
- viii. District Local Governments
- ix. Amnesty Commission
- x. UN- Agencies and other NGOs

### **2.2.5 Land Conflicts**

Land conflicts continue to be a common disaster across the country. They result into loss of life, landlessness and loss of property. It is characterised by disputes among families, communities' verses individuals and cross border. This leaves the community vulnerable and living in fear.

#### **2.2.5.1 Policy Actions**

- i. Undertake awareness creation
- ii. Develop land use policy
- iii. Peace Building and conflict management
- iv. Build the capacity of the land actors

#### **Responsible Institutions**

- i. Ministry of Local Government (Lead Institution)
- ii. Ministry of Land, Housing and Urban Development

- iii. Ministry of Justice and Constitutional Affairs
- iv. Ministry of Gender, Labour and Social Development
- v. Office of the Prime Minister
- vi. Uganda Police Force
- vii. Uganda Land Commission

### **2.2.6 Terrorism**

Terrorism is coordinated crime and brutal aggression against government establishments and communities. Uganda is located in the heart of the Great Lakes Region which has been a centre of armed conflict and large scale terrorist attacks. In the late 1980s and early 2000, Kampala witnessed a wave of urban terrorism which left a couple of people dead and others wounded. The simultaneous attacks on the American Embassies in Nairobi and Dar-es-Salaam in 1998 are an illustration of Uganda's vulnerability to terrorist attacks. In July 2010, three bombs exploded simultaneously at two locations in Kampala killing 76 people and injuring 14. Many suspected terrorists have lately been arrested in the country.

#### **2.2.6.1 Policy Actions**

- i. Create community awareness on the risk of terrorism
- ii. Strengthen community policing
- iii. Inspection and monitoring of borders and entry points into the country
- iv. Develop anti-terrorist media campaigns
- v. Implement National Identity Card Policy

#### **Responsible Institutions**

- i. Ministry of Defence (Lead Institution)
- ii. Ministry of Internal Affairs
- iii. Office of the President
- iv. Office of the Prime Minister

### **2.2.7 Industrial and Technological Hazards**

Uganda's long term vision for development and socio-economic transformation focuses on agricultural modernisation and industrialisation. The latter however, increases the risk of industrial hazards such as large scale chemical spillage, pollution and industrial accidents. It is therefore imperative to develop awareness and preparedness for emergencies in areas within or near industrial installations. Preparedness involves building capacity to evacuate people from the associated dangers.

#### **2.2.7.1 Policy Actions**

- i. Develop elaborate policy and monitoring of the location of industrial parks, fuel stations, factories housing hazardous materials, refuse and waste disposal
- ii. Enforce proper urban planning standards
- iii. Address air polluting emissions
- iv. Enforce standards on vehicle/machinery age and numbers
- v. Enforce standards on food processing machinery age and quality of materials
- vi. Enforce standards on importation, storage of human, animal drugs and medical equipment
- vii. Strengthen supervision and monitoring of mechanical facilities



- viii. Enforce safety standards and codes in mechanical facilities ( factories, construction sites, processing plants)
- ix. Enforce laws on inspection, licensing of establishing plants
- x. Screen the competence of the engineering firms and personnel involved in engineering industries

### ***Responsible Institutions***

- i. Ministry of Gender, Labour and Social Development. (Lead Institution)
- ii. Ministry of Trade, Tourism and Industry
- iii. Ministry of Works, Transport and communication
- iv. Ministry of Internal Affairs
- v. Uganda Police
- vi. Ministry of Defence
- vii. Ministry of Information, Communication and Technology
- viii. Office of the Prime Minister
- ix. Ministry of Education
- x. District Local Government
- xi. Amnesty Commission
- xii. UN Agencies and other NGOs

## **2.2.8 Cattle Rustling**

Cattle rustling involve members of one community raiding and taking livestock from another community. It is one of the negative traditions that result into deaths, displacement of persons, loss of property and other adverse socio-economic effects. It is common in the North, North East and Eastern parts of Uganda. This problem also has a cross-border dimension when the Turkana of north western Kenya communities get involved.

### ***2.2.8.1 Policy Actions***

- i. Develop mechanisms for peaceful co-existence
- ii. Introduce alternative livelihood sources
- iii. Control the movement and proliferation of small arms and light weapons
- iv. Conduct disarmament programmes and destruction of illegal ammunitions
- v. Strengthen community policing
- vi. Integrate and provide vocational skills to gun-drop-outs and warriors

### ***Responsible Institutions***

- i. Ministry of Internal Affairs (Lead Institution)
- ii. Ministry of Defence
- iii. Ministry of Justice and Constitutional Affairs
- iv. Ministry of Education and Sports.
- v. Ministry of Local Government
- vi. Ministry of Gender, Labour and Social Development
- vii. Ministry of Works and Transport
- viii. Office of the Prime Minister
- ix. Uganda People's Defense Force
- x. Uganda Police



- xi. District Local Governments
- xii. Community and Private Sector
- xiii. Uganda Red Cross Society
- xiv. UN Agencies and other NGOs

### **2.2.9 Other Retrogressive Cultural Practices**

There are a number of cultural practices that are hazardous to humanity. These include; female genital mutilation, child sacrifice, forced early marriages and ritualised defilement. Many of these practices lead to deaths or permanent disability and social disorders. It is the duty of government through its organs and in close collaboration with cultural institutions to eradicate these practices. Other cultural practices like male circumcision need to be undertaken under clinical guidance.

#### **2.2.9.1 Policy Actions**

- i. Raise awareness on the physical and social consequences of the practices
- ii. Institute legislation, bye-laws and ordinances to stop the practices
- iii. Promote community policing and surveillance to ensure that the practices are eradicated

#### **Responsible Institutions**

- i. Ministry of Gender, Labour and Social Development (Lead Institution)
- ii. Ministry of Local Government
- iii. Ministry of Education and Sports
- iv. Ministry of Internal Affairs
- v. District Local Governments

### **2.2.10 Environmental Degradation**

This phenomenon results from poor land use patterns and other practices that lead to waste and destruction of ecological patterns. Environmental degradation is exemplified by overgrazing, destructive tilling practices on sloping landscapes, monoculture, unguided and uncontrolled use of fertilizers and pesticides, bush burning, overfishing, deforestation,

#### **2.2.10.1 Policy Actions**

- i. Educate the communities on the nature and causes of environmental degradation
- ii. Involve communities in environment protection
- iii. Formulate strict laws against environmental degradation
- iv. Develop programs for proper management of the environment
- v. Conduct environmental impact assessment

#### **Responsible Institutions**

- i. National Environment Management Authority (Lead Institution)
- ii. Ministry of Water and Environment
- iii. Ministry of Energy and Mineral Development
- iv. Ministry of Agriculture, Animal Industry and Fisheries
- v. Ministry of Local Government
- vi. National Forestry Authority

## CHAPTER THREE

### 3.0 THE INSTITUTIONAL FRAMEWORK

#### 3.1 Introduction

The implementation of the National Disaster Preparedness and Management Policy is a multi-sectoral and multidisciplinary process. The process involves all government ministries in collaboration with humanitarian and development partners, the private sector, local governments and the community. The Ministry responsible for Disaster Preparedness and Refugees in the Office of the Prime Minister will be the lead agency in coordinating all stakeholders on disaster preparedness and management in the country. Disaster preparedness and management shall be a shared responsibility between the state and all citizens.

#### 3.1.1 Overall goal

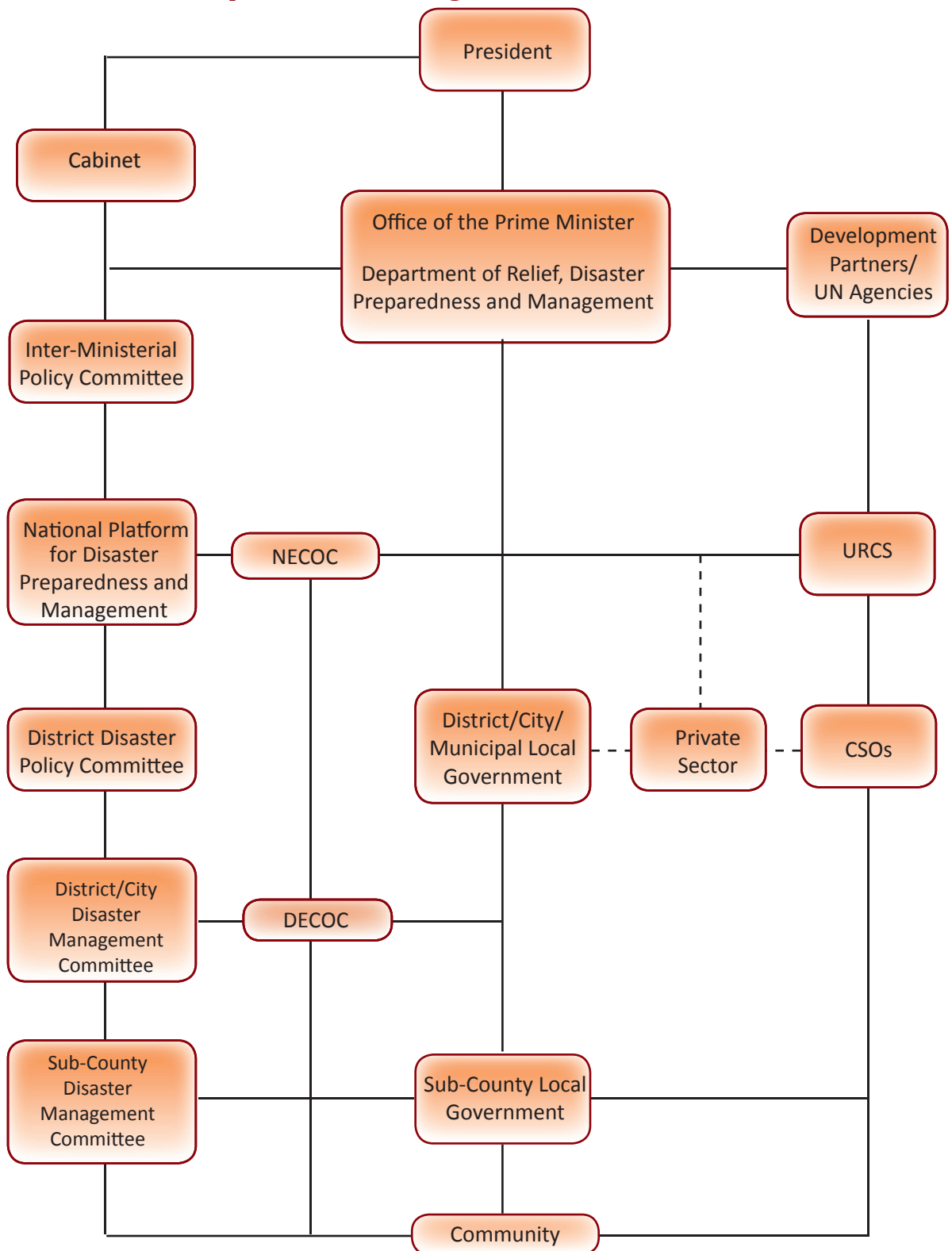
The overall goal of the institutional framework is to create and establish efficient institutional mechanisms for integrating disaster preparedness and management into the socio-economic development planning processes at national and local government levels.

#### 3.1.2 Objectives

The objectives of the institutional framework are to:

- i. Establish a national disaster preparedness and management institutional structure
- ii. Define the responsibilities of H.E. the President in disaster risk management
- iii. Outline the functions of Cabinet in disaster risk management
- iv. Define the composition and functions of the Ministerial Policy Committee (MPC) on disaster risk management
- v. Define the responsibilities and functions of the Department of Relief, Disaster Preparedness and Management in the Office of the Prime Minister
- vi. Outline the structure, composition and functions of the Inter-Agency Technical Committee
- vii. Define the structure, composition and functions of the National Disaster Preparedness and Management Commission (NDPMC)
- viii. Outline the structure, composition and functions of the National Emergency Coordination and Operations Centre (NECOC)
- ix. Define the structure, composition and functions of the City Disaster Policy Committee
- x. Define the structures and composition of City Disaster Management Committee
- xi. Define the structure, composition and functions of the District Disaster Policy Committee (DDPC)
- xii. Define the structure, composition and functions of the District Disaster Management Committee (DDMC)
- xiii. Define the structure, composition and functions of the District Emergency Coordination and Operations Centre (DECOC)
- xiv. Define the structures, composition and functions of the Sub-County Disaster Management Committees (SDMC)
- xv. Define the functions of the Village Disaster Management Committee

### 3.1.3 National Disaster Preparedness and Management Institutional Structure



### **3.1.3.1 The President**

Article 110 of the 1995 Constitution gives the President the mandate to declare a state of emergency in any part of the country in the event of a disaster. The Minister in charge of disaster preparedness and management shall provide the President with all the relevant details on the cause and effects of the disaster, and mitigation and relief measures to be undertaken. In a situation where the disaster is caused by natural or human-induced hazard, the President in consultation with Cabinet shall declare an area or the nation to be in a state of national disaster.

- i. A State of National Disaster shall be declared when most of the basic social services of a community have been seriously disrupted or broken down causing widespread human, material, economic or environmental suffering or losses to a population exceeding 50,000 people.
- ii. A State of National Disaster shall be declared when the Local Government level is unable to provide the affected communities with relief services and goods in the immediate short term from the relevant programmes/normal service delivery mechanisms and even the National level finds it difficult.
- iii. The basic human needs are lacking due to the disaster and the affected community is unable to cope using its own resources.
- iv. A State of National Disaster shall be declared for a specified part of the country or district(s) when the disruption to the basic social services is limited to the specified part of the country or district causing human, material, economic or environmental suffering or losses to at least not less than one third of the population of that specified part of country or district(s)
- v. The Minister responsible for disaster management shall issue regulations on actions to be undertaken when a State of National Disaster has been declared.

A declaration of a State of National Disaster shall mean the provision of the required relief services and goods to the affected population takes precedence over all other programmes of government, thus calling for immediate re-programming and re-allocation of resources from other sectors until such a time when the President declares the end of the State of National Disaster in the defined part of the country.

National and international humanitarian agencies, the donor community and the private sector are expected to give special support to government by reviewing their policies and programmes accordingly.

### **3.1.3.2 Cabinet**

The Cabinet is the chief policy making body of government and will advise the President on disaster related matters.

#### ***Functions of the Cabinet***

- i. Receive on quarterly basis a national food security report
- ii. Issue policy direction on vulnerability management, hazard and risk mapping of the country and disaster risk reduction in general.
- iii. Review the annual state of disaster report and issue policy direction
- iv. Review the national preparedness and contingency plan
- v. Receive from the Ministerial Policy Committee on quarterly basis a national food security report
- vi. Receive early warning information of potential massive disasters

- vii. Approve supplementary requests whenever unforeseen massive catastrophes occur

### ***3.1.3.3 The Ministerial Policy Committee (MPC)***

This is a standing committee of Cabinet that shall handle cross sectoral matters relating to disaster preparedness and management. The committee shall ensure that disaster preparedness and management is mainstreamed in the governance of Uganda. The committee shall be chaired by the Minister responsible for Relief, Disaster Preparedness and Refugees. It shall be responsible for policy formulation and overseeing disaster preparedness and management in the country. Membership shall be composed of the following ministers:

- i. Minister of Relief, Disaster Preparedness and Refugees (Chair)
- ii. Minister of Internal Affairs
- iii. Minister of Finance, Planning and Economic Development
- iv. Minister of Agriculture, Animal Industry and Fisheries
- v. Minister of Health
- vi. Minister of Water and Environment
- vii. Minister of Defence
- viii. Minister of Education and Sports
- ix. Minister of Local Government
- x. Minister of Gender, Labour and Social Development
- xi. Minister of Justice and Constitutional Affairs
- xii. Minister of Works and Transport
- xiii. Minister of Information and National Guidance
- xiv. Minister of Lands, Housing and Urban Development

The MPC may invite other ministers relevant to the particular event, the UN Resident/Humanitarian Coordinator, heads of relevant International humanitarian and development agencies and representatives of the donors to participate in its deliberations. This committee should meet at least once every two months.

### ***Functions of the Ministerial Policy Committee***

The committee will be accountable to Cabinet and its functions will include;

- i. Oversee implementation and enforcement of standards relating to disaster preparedness and management.
- ii. Inform Cabinet on the vulnerability status of the country, hazard and risk trends and disaster risk reduction programmes in place at least twice in a year.
- iii. Present to Cabinet the annual state of disaster report
- iv. Present to Cabinet the national preparedness and contingency plan updated annually
- v. Brief Cabinet on quarterly basis on the national food security report
- vi. Inform Cabinet of potential massive disasters foreseen.
- vii. Monitor disaster preparedness and management mainstreaming across ministries, Local governments and the private sector.
- viii. Take necessary measures to ensure that ministries identify and allocate resources towards disaster preparedness and management.
- vix. Take measures to promote the effectiveness of the National Emergency Coordination and Operations Centre (NECOC).

### ***3.1.3.4 The Inter-Agency Technical Committee***

There shall be an Inter-Agency Technical Committee comprised of focal point technical officers from line ministries, UN agencies, NGOs and relevant stakeholders to be chaired by the Permanent Secretary of the Office of the Prime Minister.

Members of the Inter-Agency Technical Committee shall consist of senior officials from the following ministries and organisations:

- i. Office of the Prime Minister (Chair)
- ii. Ministry of Internal Affairs
- iii. Ministry of Finance, Planning and Economic Development
- iv. Uganda Police
- v. Ministry of Agriculture, Animal Industry and Fisheries
- vi. Ministry of Health;
- vii. Ministry of Water and Environment;
- viii. Ministry of Defence;
- ix. Ministry of Education and Sports;
- x. Ministry of Local Government;
- xi. Ministry of Gender, Labour and Social Development;
- xii. Ministry of Justice and Constitutional Affairs;
- xiii. Ministry of Works and Transport.
- xiv. Ministry of Lands, Housing and Urban Development
- xv. Uganda Bureau of Statistics
- xvi. Directorate of Information and National Guidance;
- xvii. Representative of Uganda Human Rights Commission;
- xviii. Representative of the Amnesty Commission;
- xix. Representatives of United Nations, major National and international organizations especially those lead organisations operating directly within affected communities;
- xx. Representatives from the donor technical groups;
- xxi. The Head of the UN Office for the Coordination of Humanitarian Affairs.

### ***Functions of the Inter -Agency Technical Committee***

- i. Monitor and analyse hazard, risk and disaster trends in the country.
- ii. Receive and analyse monthly incident reports from Districts, Sectoral Institutions and other stakeholders
- iii. Develop common preparedness, contingency and response plans
- iv. Publish The Annual National State of Disaster Report not later than 30<sup>th</sup> February based on district reports. The Report will highlight vulnerability levels, risks, hazards, disaster events and respective actions taken during the past twelve months. It will also give indicative forecasts of vulnerabilities, risks, hazards, disaster events and planned actions for the next twelve months
- v. Network and share information, experiences and technical expertise nationally, regionally and internationally
- vi. Advise the Ministerial Policy Committee and District Disaster Policy and Management Committees' on disaster occurrences and the appropriate response
- viii. Monitor implementation of response strategies

### ***3.1.3.5 National Emergency Coordination and Operations Centre (NECOC)***

The NECOC shall deal with sudden onset of both natural and human-induced emergencies in the country. It is responsible for the effective coordination, early warning and preparedness of the various emergency response institutions of government such as the Police Emergency Units, UPDF Emergency Support Units, Uganda Red Cross Society, hospital emergency units and in the networking of private emergency agencies, multilateral agencies, international organizations, and non-governmental organizations.

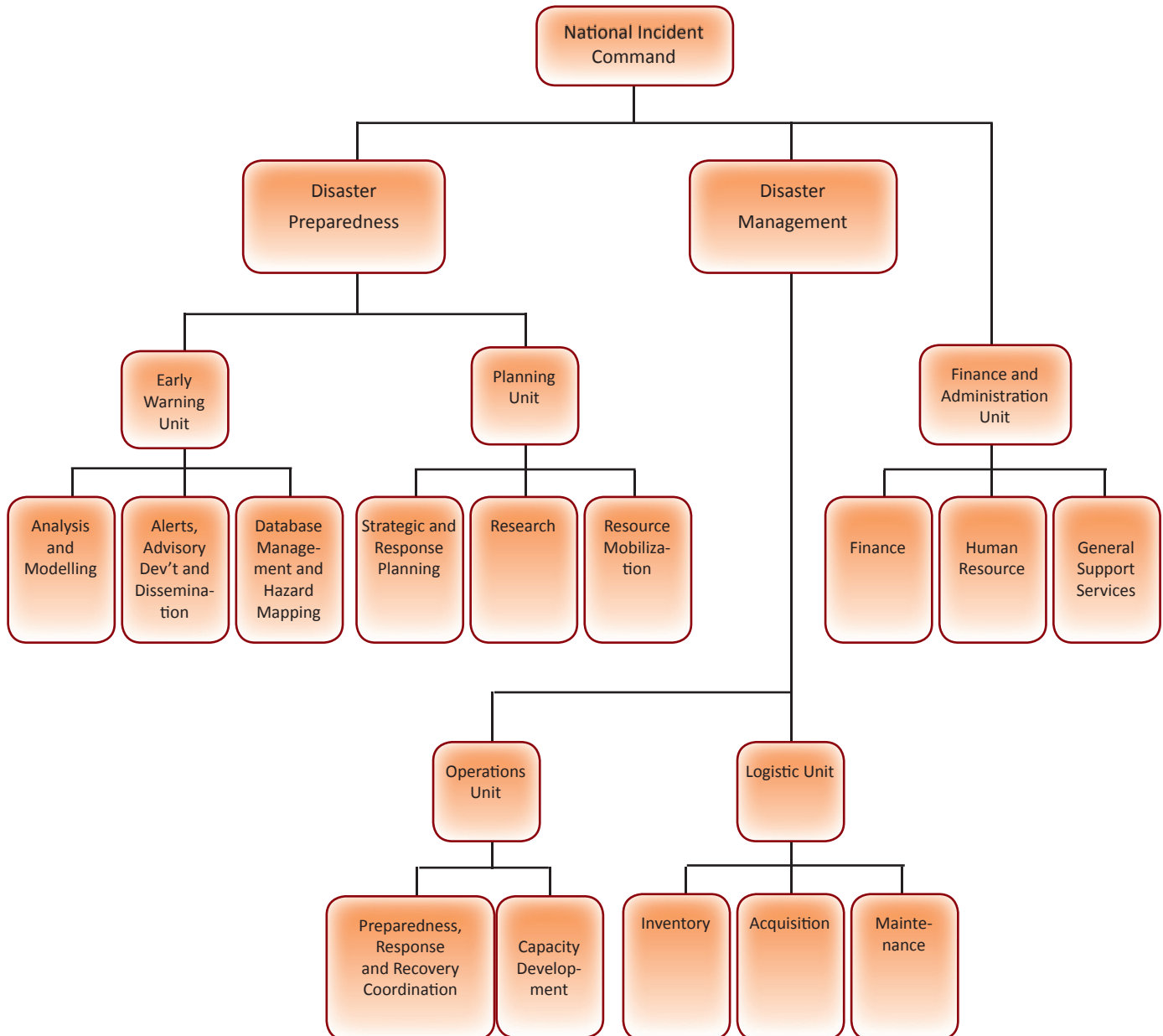
The NECOC is established under the Office of the Prime Minister - Department of Disaster Preparedness and Management. It shall be equipped with early warning systems, response facilities, specialized professionals and consultants. NECOC functions shall not be limited to early warning and coordination, but will include among others training, general support and facilitation; in order to implement its mandate.

The NECOC shall be headed by a National Incident Commander (NIC). The National Incident Commander (NIC) shall be at the level of Assistant Commissioner and will report to the Commissioner for Relief, Disaster Preparedness and Management. The centre shall be directly linked to security operation centers, government institutions operations centres, District Emergency Coordination and Operation Centers, and all other emergency support function centers in the country on a 24-hour basis.

The centre shall have two Principal Disaster Management Officers, Senior Disaster Management Officers and Disaster Management Officers. The centre shall also have seconded junior officers from Uganda Police and UPDF to handle the communication and link the Uganda Police Force and the UPDF systems in times of emergencies when the Center is activated.



## NATIONAL EMERGENCY COORDINATION AND OPERATIONS CENTRE



### The NECOC will carry out the following functions;-

- i. Gather, receive and analyse and disseminate early warning information to responsible ministries, local governments, communities and other stakeholders.
- ii. Produce early warning information products (alerts, bulletins, advisories, etc.) using disaster and climate modeling systems;
- iii. Maintain a national disaster database;
- iv. Provide guidance to various organizations and stakeholders on the handling of an emergency/disaster;
- v. Coordinate disaster response, search, rescue and evacuation operations;
- vi. Provide the public with evacuation guidelines and ensure the establishment and management of reception centres;
- vii. Establish and coordinate emergency rapid disaster response teams.

- viii. Develop and ensure the implementation of standard operating procedures for early warning and emergency management.
- ix. Systematise and coordinate existing emergency operations centres throughout the country.
- x. Develop and conduct disaster simulation exercises for enhanced preparedness and response to emergencies.
- xii. Train and equip at least 20% of UPDF soldiers in every battalion, 20% of Police Officers in every district, and volunteers in every district on search and rescue, and emergency operations, and disaster recovery. Train personnel from public and private institutions, and communities on preparedness and emergency response.
- xiii. Equip, facilitate, and link District Emergency Coordination and Operations Centres (DECOC) to provide coordinated response;
- xiv. Maintain the inventory and stock pile at strategic locations essential emergency response equipment and logistics

#### ***3.1.3.6 City Disaster Policy Committee (CDPC)***

There shall be a City Disaster Policy Committee in every city of the country. The CDPC shall be chaired by the City Mayor, while the Town Clerk shall be its secretary. It will be composed of members of the City Executive Committee, RDC, DPC(s), DISO(s), a representative of the army and L.C3 Urban Chairpersons of City Divisions.

#### ***Functions of the City Disaster Policy Committee***

- i. Give policy direction to the City Disaster Preparedness and Management Committee
- ii. Inform council about the nature and effects of disasters in the district
- iii. Provide a link between national Disaster Preparedness and Management Committee and the city structures responsible for disaster preparedness and management
- iv. Identify city priorities for disaster preparedness
- v. Monitor and implement disaster response activities in the city.
- vi. Ensure and authorise expenditure for disaster related activities in the city

#### ***3.1.3.7 City Disaster Management Committee (CDMC)***

There shall be a City Disaster Preparedness and Management Committee (CDPC) in each City. The committee shall be chaired by the City Town Clerk and will comprise of city heads of department, Division Assistant Town Clerks, the Police, an army representative and other relevant government agencies, representative of the business community, representative of the transport bodies and development partners within the city.

#### ***Functions of the committee will be to:-***

- i. Carry out vulnerability assessment, hazard and risk mapping of the whole city and update the data annually.
- ii. Develop a city preparedness and contingency plan and update data annually
- iii. Publish an annual city state of disaster report not later than 30<sup>th</sup> January. The Report will highlight vulnerability levels, risks, hazards, disaster events and respective actions taken during the past twelve months. It will also give indicative forecasts of vulnerabilities, risks, hazards, disaster events and planned actions for the next twelve months.
- iv. Ensure mainstreaming of Disaster Preparedness and Management activities into the city development plans

- v. Implement the National policy on disaster preparedness in the city.
- vi. Coordinate and implement disaster preparedness and management interventions in the city
- vii. Initiate the formulation and enforcement of ordinances on disaster preparedness and Management in the city.
- viii. Submit assessment reports on disaster preparedness and management to the Office of the Prime Minister and other relevant organs quarterly.
- ix. Develop city calibrated contingency and disaster preparedness plans.
- x. Establish and maintain an updated data base on hazards, risks and disasters in the city.

#### ***3.1.3.8 District Disaster Policy Committee (DDPC)***

The DDPC shall be chaired by the District Chairman while the Chief Administrative Officer shall be its secretary. It will be composed of the District Executive Committee, RDC, RPC, DPC, DISO, a representative of the army and the Mayors/LC3 Urban Chairpersons of town councils.

#### ***Functions of the committees will be to:***

- i. Give policy direction to the District Disaster Preparedness and Management Committee
- ii. Inform council about the nature and effects of disasters in the district
- iii. Provide a link between National Disaster Preparedness and Management Committee and the Local government structures responsible for disaster preparedness and management
- iv. Identify district priorities for disaster preparedness
- v. Monitor the implementation of disaster response activities in the district.
- vi. Ensure and authorise expenditure for disaster related activities in the district

#### ***3.1.3.9 District Disaster Management Committee***

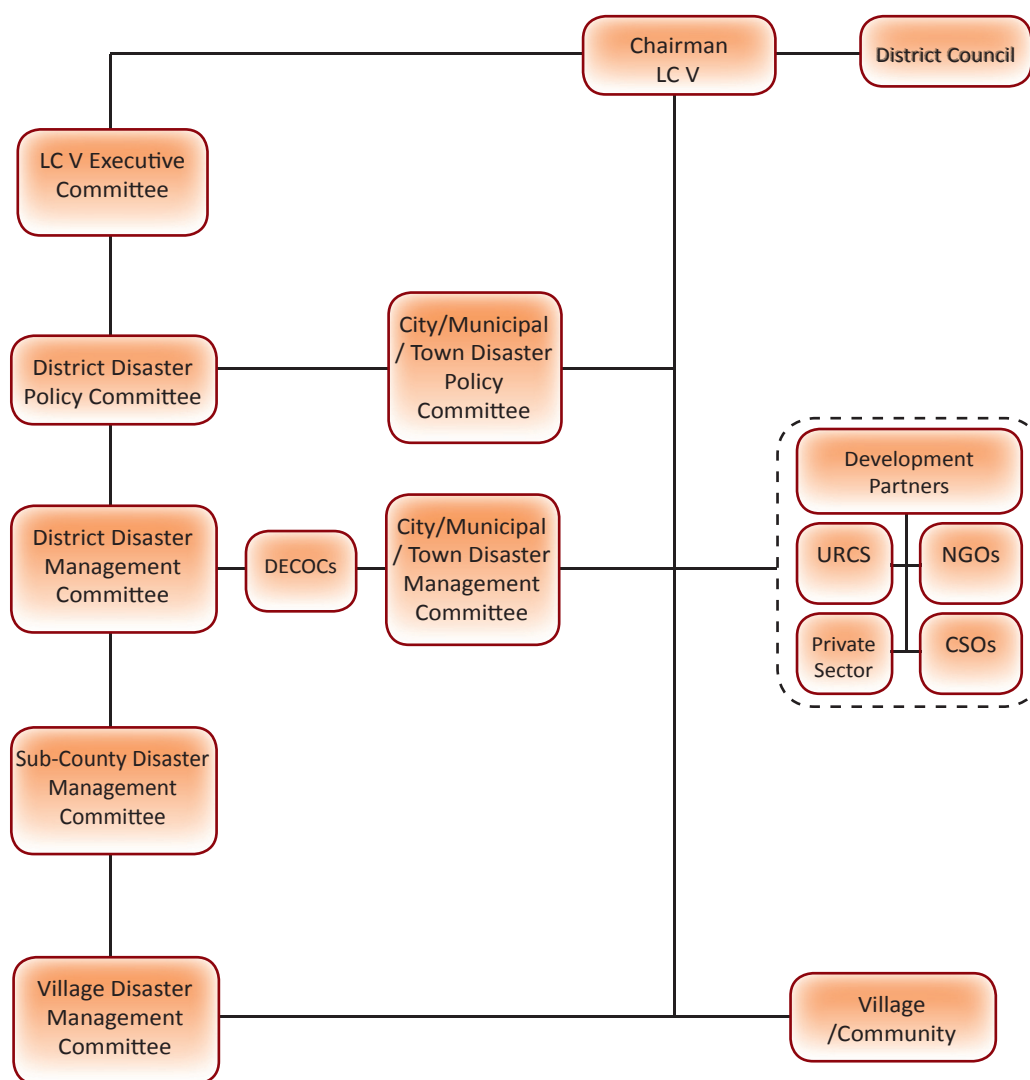
There shall be a District Disaster Management Committee (DDMC) in the district. The committee shall be chaired by the CAO and will comprise of district heads of department, the DPC, the army representative and representatives of other relevant government agencies and Partners within the district including Uganda Red Cross Society and relevant NGOs.

#### ***Functions of the committee will be to:-***

- i. Carry out vulnerability assessment, hazard and risk mapping of the whole district and update the data annually
- ii. Develop a district preparedness and contingency plan and update data annually
- iii. Publish an annual district state of disaster report not later than 30th January. The Report will highlight vulnerability levels, risks, hazards, disaster events and respective actions taken during the past twelve months. It will also give indicative forecasts of vulnerabilities, risks, hazards, disaster events and planned actions for the next twelve months In the event of a disaster-induced emergency, to coordinate and monitor multi-sectoral disaster relief and later post-disaster recovery measures
- iv. Receive departmental and sub-county vulnerability, risk and preparedness reports
- v. Ensure the mainstreaming of Disaster Preparedness and Management activities into the district plan
- vi. Implement the national policy on disaster preparedness
- vii. Coordinate and implement disaster preparedness and management interventions
- viii. Initiate the formulation and enforcement of ordinances on disaster preparedness and Management in the district

- ix. Submit assessment reports on disaster preparedness and management to the Office of the Prime Minister and other relevant organs
- x. Develop District calibrated contingency and disaster preparedness plans
- xi. Establish and maintain an updated data base on hazards, risks and disasters that affect the district
- xii. Hold on monthly basis a review, monitoring and reporting meeting of the DDMC
- xiii. Develop and present to council district budget proposals for annual vulnerability assessment, risk mapping, updates, preparedness and relief plans
- xiv. Ensure that the key institutions in the District develop its own Disaster Preparedness Plans and stock emergency logistics and equipment such as fire extinguishers and smoke detectors. The Institutions should include the following:
  - a. Educational institutions (Primary, Secondary and Tertiary);
  - b. Hotels or recreational facilities;
  - c. Hospitals
  - d. Factories and industries

### 3.1.3.9 District Disaster Preparedness and Management Institutional Structure



### ***Responsibilities of the Chief Administrative Officer***

- i. Coordinate all disaster related activities underway in the district, and to chair the District Disaster Management Committee
- ii. Provide district input to National plans for disaster risk reduction, relief and post-disaster recovery
- iii. Ensure that training and readiness for managing disasters are effective within the district, as far as key staff and local government authorities are concerned
- iv. Act as the District Disaster Relief Coordinator upon the declaration of a state of National Disaster and, in that capacity, preparing and implementing the District Disaster Relief Plan
- v. Cause the preparation of Hazard, vulnerability assessment, risk mapping
- vi. Cause the development of district, town and village contingency plans
- vii. Keep the public informed of disaster situations and relief measures
- viii. Facilitate the DPC in maintaining a permanently functioning 24 hour district emergency coordination and operations centre (DECOC), ready to rapidly respond and deal with sudden, localized emergency events such as massive road accidents
- ix. Ensure the district statistician and district economist collect and keep record of all disaster events and record of available equipment, maps, and other essential facilities

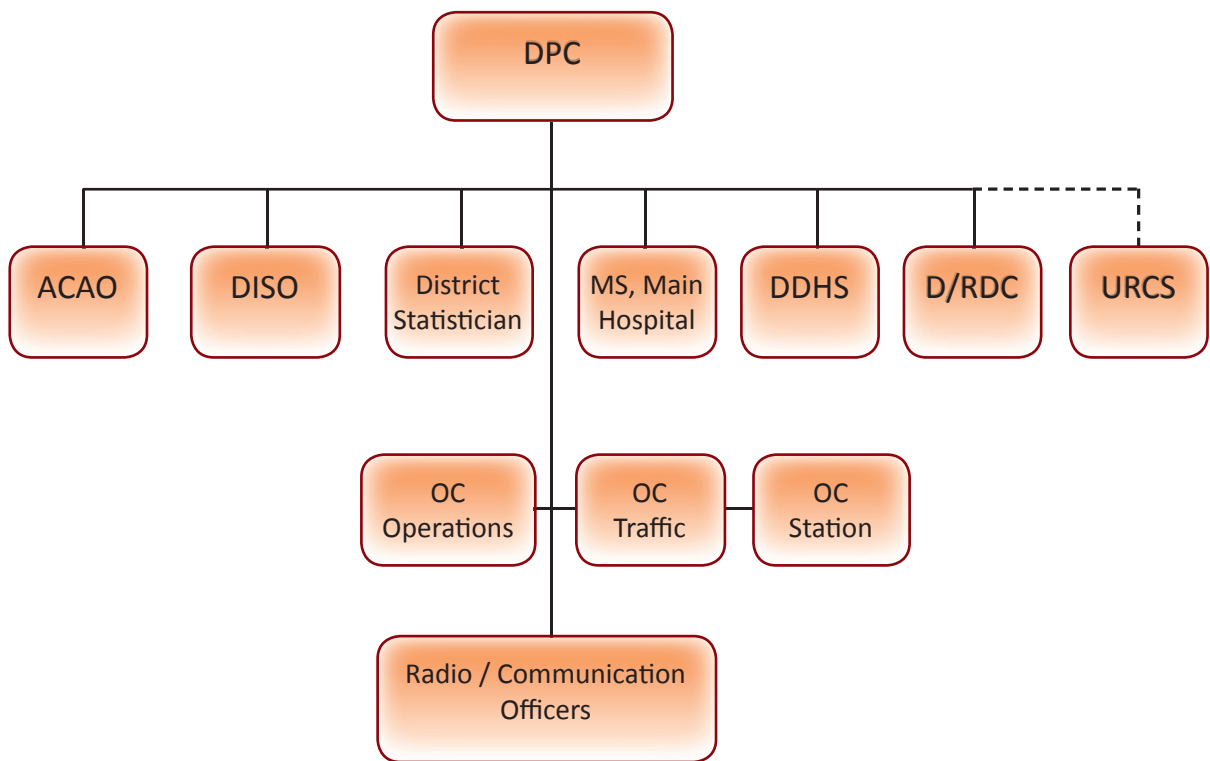
### ***3.1.3.10 District Emergency Coordination and Operations Centre***

The District Emergency Coordination and Operations Centre shall be headed by the District Police Commander and shall operate from the district police station. It shall report to the National Emergency Coordination and Operations Centre (NECOC) and to the CAO. When activated, the DECOC will be composed of the; DPC, DISO, a UPDF Representative, District Director of Health Services (DDHS), the Medical Superintendent of the District Hospital, URCS and ACAO in charge of disaster management. The DPC shall assign four police officers at operational level to manage the district emergency centre on 24 hour rotation basis during normal times.

The DECOC shall perform the following functions;-

- i. Receive and analyse reports of emergencies and disasters within the district on a 24- hour basis
- ii. Mobilise other emergency institutions whenever a disaster is reported
- iii. Keep on standby an ambulance and other relevant emergency logistics and equipment
- iv. Maintain network with neighbouring districts for quick support in case the need arises
- v. Provide guidance in the management of a given disaster(s)
- vi. Disseminate early warning information to communities at risk, lower local Governments, and other stake holders
- vii. Coordinate disaster response, search, rescue and evacuation operations
- viii. Provide the public with evacuation guidelines
- ix. Establish and coordinate emergency rapid disaster response teams
- x. Ensure standard operating procedures for managing emergencies are followed

## DISTRICT EMERGENCY COORDINATION AND OPERATIONS CENTRE (DECOC)



### **3.1.3.11 Municipal/Town Disaster Policy Committee**

There shall be a Municipal Disaster Policy Committee in every municipality of the country. There shall also be a Town Disaster Policy Committee in every Town Council in the country. The Municipal Disaster Policy Committee shall be chaired by the City Mayor and the Municipal Town Clerk shall be its secretary. The Town Disaster Policy Committee shall be chaired by the LC 3

Urban Chairperson and the Town Clerk shall be its secretary. The Municipal Policy Committee shall be composed of members of the Municipal Executive Committee, RDC, DPC, DISO, a representative of the army and LC3 Urban Chairpersons of the divisions. The Town Council Policy Committee shall be composed of members of the Town Council Executive Committee, RDC, DPC, DISO, a representative of the army and chairpersons of the divisions.

#### **Functions of the Municipal/Town Disaster Policy Committee:**

- i. Give policy direction to the Municipal/Town Disaster Preparedness and Management Technical Committee
- ii. Inform council about the nature and effects of disasters in the Municipality/Town
- iii. Provide a link between national Disaster Preparedness and Management Committee and the Municipal/Town structures responsible for disaster preparedness and management
- iv. Identify Municipal/Town priorities for disaster preparedness
- v. Monitor the implement disaster response activities in the municipality / town.
- vi. Ensure and authorise expenditure for disaster related activities in the municipality/town



### **3.1.3.12 Municipal/Town Disaster Management Committee**

There shall be a Municipal/Town Disaster Preparedness and Management Committee in each Municipality/Town Council. The committee shall be chaired by the respective Town Clerk and will comprise of heads of department, Division Assistant Town Clerks, the Police, an army representative and other relevant government agencies, one representative of the business community, one representative of the transport bodies and representatives of Development Partners within the Municipality or Town Council. The Town Clerk shall establish the committee.

#### **Functions of the committee**

- i. Carry out vulnerability assessment, hazard and risk mapping of the whole Municipality/Town and update the data annually.
- ii. Develop a Municipal/Town preparedness and contingency plan and update data annually
- iii. Publish an annual Municipal/Town state of disaster report not later than 30<sup>th</sup> January. The Report will highlight current and future vulnerability levels, risks, hazards, disaster events and respective actions taken during the past twelve months. Ensure mainstreaming of Disaster Preparedness and Management activities into the Municipality/Town development plans
- iv. Implement the national policy on disaster preparedness in the Municipality/Town
- v. Coordinate and implement disaster preparedness and management interventions in the Municipality/Town
- vi. Initiate the formulation and enforcement of ordinances on disaster preparedness and Management in the Municipality/Town
- vii. Submit assessment reports on disaster preparedness and management to the CAO and other relevant organs of government on quarterly basis
- viii. Develop Municipal/Town calibrated contingency and disaster preparedness plans
- ix. Establish and maintain an updated data base on hazards, risks and disasters in the Municipality/Town

### **3.1.3.13 Sub-County Disaster Management Committees (SDMC)**

The Sub-county Disaster Management Committee shall be headed by the Chairperson of the Local Council 3. The Sub county chief shall be the secretary to the committee. The Sub-County executives, GISO, S/County Police, Technical Staff and Partners, in the sub county shall be members of the committee. The committee shall perform the following functions;-

- i. Participate in preparedness and management of disasters in the sub-county
- ii. Participate in vulnerability assessment and mapping in the sub-county
- iii. Document and transmit information to the district Disaster Disaster Management Committees on disasters in the sub-county
- iv. Conduct community mobilisation and sensitization before, during and after disasters
- v. Monitor the teaching of the disaster management curriculum in schools
- vi. Keep records of disasters in the sub county

### **3.1.3.14 Village Disaster Management Committee**

The Local council I executive shall be the lowest unit of Disaster Preparedness and Management. The chairperson of the Local Council I shall be the chair of the committee. All the adult member of the village shall be members of the village disaster preparedness and management committee. They will perform the following functions;-

- i. Assist in reconstructing the history of hazards and disasters in the area



- ii. Collect early warning information and transmit it to sub-county and district level
- iii. Use the early warning information to educate community members on risks and hazards that may potentially cause disaster
- iv. Participate in the implementation of interventions to address effects of disasters including rescue operations
- v. Engage in assessment of risk and develop village contingency plans
- vi. Mobilize the community for collective survival

## CHAPTER FOUR

### 4.0 KEY MINISTRIES AND INSTITUTIONS CHARGED WITH VITAL DISASTER RISK MANAGEMENT FUNCTIONS

#### 4.1 Roles and Responsibilities

The day-to-day implementation of disaster preparedness and management activities will, in many cases be carried out by sectoral ministries, departments, other public and private institutions in collaboration with the Department of Relief, Disaster Preparedness and management in the Office of the Prime Minister and the Disaster Commission. In disaster risk management, complementary roles are performed by these Sectors and community groups right down to family units. These complementary roles relate to all phases of disaster risk management and not only disaster response. Ultimately, disaster risk reduction is the responsibility of all citizens, not just those who have been identified in this policy.

##### 4.1.1 The Office of the Prime Minister – Department of Disaster Preparedness and Management

The Department of Disaster Preparedness and Management in OPM is the lead agency responsible for disaster preparedness and management. It shall coordinate risk reduction, prevention, preparedness, mitigation and response actions in the country in consultation with other line ministries, humanitarian and development partners, Local Governments and the Private sector. The Minister responsible for disaster preparedness and refugees shall link the Office of the Prime Minister to Cabinet. The Minister shall make rules and regulations on the management of likely disasters and will present annual reports relating to Disaster Preparedness and Management to Cabinet. The Minister shall also link the Office of the Prime Minister to inter-governmental organizations, the donor community, the private sector, regional and international frameworks.

The roles and functions of the Office of the Prime Minister/Directorate of Relief, Disaster Preparedness and Refugees and the Disaster Preparedness and Management Commission are separate but complementary.

#### ***Functions of Office of the Prime Minister - Department of Relief, Disaster Preparedness and Management:***

- i. Carry out vulnerability assessment, hazard and risk mapping of the whole country and update the data annually
- ii. Develop a National preparedness and contingency plan and update regularly
- iii. Produce a National state of disaster report once a year not later than 30<sup>th</sup> February
- iv. Serve as a repository and conduit of information on issues relating to disaster management
- v. In liaison with relevant monitoring and forecast institutions, provide early warning and awareness on anticipated disasters and its likely impact on society
- vi. Establish and maintain a data collection and dissemination system, strategic reserves of essential relief items (commodities) and equipment for immediate response to disasters/emergencies
- vii. Formulate National and District standard operating procedures for disaster mitigation, preparedness and response to be observed by all responsible personnel and institutions
- viii. Develop and conduct disaster related simulation exercises to test disaster-related tools and readiness of the public and staff to respond to disasters/emergencies

- ix. Create and maintain a National cadre of trained and qualified personnel on disaster risk management
- x. Arrange trainings for public officers, members of the armed forces, employees of inter-governmental and nongovernmental institutions who are permanently employed and are directly involved in disaster risk management
- xi. Promote general education on disasters, emergency planning and relief measures in national institutions as part of their safety knowledge, development, management, curricular, etc.
- xii. Run public hazard and risk awareness campaigns throughout the country
- xiii. Conduct active public relations and media briefing programmes on hazard and risk management
- xiv. Coordinate and implement government programmes and policies related to disaster risk management
- xv. Mobilize and coordinate resources to assist disaster victims and promote recovery
- xvi. Strengthen local government capacity to plan, implement and monitor disaster preparedness and management programmes
- xvii. Coordinate the establishment and operationalization of early warning systems and mitigation measures for rapid response to disasters
- xviii. Provide leadership and co-ordination for the resettlement, rehabilitation and provisions of psychosocial services to those displaced and affected by disasters
- xix. Ensure mainstreaming of disaster preparedness and management policies and programs in line ministries, local governments the private sector and the other stakeholders
- xx. Establish task forces responsible for management of specific disasters as and when the need arises
- xxi. Establish mechanisms and procedures for access and utilisation of the contingency funds
- xxii. Develop and enforce implementation of standard operational procedures for disaster preparedness and management
- xxiii. Develop, coordinate and implement contingency plans on disaster preparedness and management
- xxiv. Disseminate disaster preparedness and management information
- xxv. Provide overall coordination of the implementation, review and monitoring of the policy
- xxvi. Monitor the implementation of the Hyogo Framework of Action

## **4.2 The National Disaster Preparedness and Management Commission (NDPMC)**

Implementation of Article 249 of the 1995 Constitution requires the Minister responsible for Disaster Preparedness and Management to present a proposal to Parliament for establishment of structures, composition, functions and procedures for operations of a National Disaster Preparedness and Management Commission. Parliament will be made to note that this constitutional provision was promulgated before government decided to establish the Directorate for Relief, Disaster Preparedness and Refugees in 1998. There will therefore be a very thin difference between the functions of the Commission and the Directorate.

### **4.2.3 Members of the Commission**

The Minister responsible for Relief, Disaster Preparedness and Refugees will appoint a five member commission comprising a chairperson, deputy chairperson and three members.

The members of the commission will be distinguished Ugandan citizens of high integrity with sufficient technical background in areas relevant to disaster risk management.

#### **4.2.3.1 Terms of Service**

The chairperson, deputy chairperson and members will serve on a four-year contract term, renewable once on full time basis.

#### **4.2.3.2 Responsibilities and Functions of the Commission**

The National Disaster Preparedness and Management Commission will amongst other functions be responsible for monitoring, supervising and evaluating activities of sectoral lead institutions, national and international humanitarian agencies.

It shall ensure that the SPHERE minimum standards in disaster response are adhered to by all humanitarian actors.

- i. Receive and analyse quarterly and other risk status reports from lead institutions responsible for monitoring various hazards and give guidance for necessary actions
- ii. Evaluate the credibility, technical and financial capacities of international and national humanitarian agencies and make recommendations to the responsible Minister
- iii. Recommend to the Ministry of Internal Affairs, organisations wishing to provide humanitarian services in Uganda
- iv. Advise on policy and legal matters concerning the coming into the country of international support
- v. Discuss and clear work plans and geographical locations of planned activities of International and National humanitarian agencies
- vi. Receive and analyse humanitarian activity reports from humanitarian agencies and advise the relevant Minister/Sector
- vii. Recommend sanctions to humanitarian agencies failing to fulfil their mandates
- viii. Support research, on disaster preparedness, mitigation and management measures
- ix. Ensure the integration of disaster risk management in overall National planning
- x. Support the promotion of public awareness through formal and non-formal education about disaster risk management
- xi. Influence the development of curriculum for primary, secondary and tertiary institutions that mainstreams disaster risk management
- xii. Mobilise and monitor utilization of resources for disaster risk management
- xiii. Establish and administer a disaster preparedness and management fund
- xiv. Establish and maintain a disaster data bank
- xv. Make an inventory of equipment in the country that can be utilized during national emergencies
- xvi. Ensure effective coordination and integration of disaster risk management considerations in the socio-economic development of the country

#### **4.2.3.3 The Secretariat of the Commission**

The Commission will have a Secretary and other technical / professional staff to carry out the day-to-day technical and administrative functions, to implement its decisions.

The secretariat shall have support staff as the commission may deem necessary for the effective discharge of its functions.

### ***Functions of the Secretary***

The main functions and duties of the Secretary are to:

- i. Be the Chief Executive and accounting officer of the Commission
- ii. Implement policy decisions and programmes of the Commission
- iii. Carry out the day to day administration and management of the affairs of the Commission
- iv. Keep the Commissioners informed about the activities of the Secretariat
- v. Record and keep minutes of the Commission at all meetings
- vi. Link the Commission with the OPM, Directorate of Disaster Preparedness and Management and Refugees, other institutions of Government, and development partners

### **4.3 The Ministry Responsible for Agriculture, Animal industry and Fisheries**

Agriculture is the back-bone of the National economy and domestic food supply. However, the drought prone areas of Uganda have been hit repeatedly by drought leading to famine. Furthermore, when people are displaced or struck by any disaster, the provision of food depends on the stress on agricultural production. High population growth rate, poor agricultural practices, low quality seeds, poor soils, land fragmentation and past economic and social instability have been some of the causes of stress on the agricultural sector. While tackling these, it is a crucial requirement to integrate disaster risk management into the agricultural sector.

#### **4.3.1 Objective**

To ensure that adequate food is produced for all areas of Uganda by promoting appropriate production and post production systems, good animal husbandry and fisheries practices.

#### **4.3.2 Guiding Principles**

- Effective disaster risk management can only be achieved when there is good food production, storage and supply
- Disaster risk management programmes should be integrated into the National agricultural policy and its action plan
- Disaster risk management programmes should be integrated into the National food and nutrition policy and its action plan

#### ***Actions:***

- i. Encourage the construction of appropriate food storage facilities at local and house hold level
- ii. Improve traditional farming systems which conserve the soil and increase productivity
- iii. Make a deliberate effort to improve and develop adequate food security systems
- iv. Monitor the development in science creating drought resistant seeds species, and make them available to farmers. Develop methods for the eradication of pest infestations on crops and during post harvest
- v. Support the construction of labour intensive earth dams
- vi. Promote public awareness and education on the use of irrigation and provide technical assistance as an incentive
- vii. Invest in the use of Irrigation Technologies as a strategy of promoting food security in the country
- viii. Facilitate water harvesting during the rainy season for use during the dry season

- ix. Develop inter institutional preparedness plans which should include drought and famine early warning systems
- x. Provide water, grazing facilities and subsidized fodder and licks to farmers to assist them in saving their livestock from death during drought. Encourage farmers to destock, as a good animal husbandry practice
- xi. The Ministry will appoint a Senior officer to serve as the sectoral disaster risk management focal point whose responsibilities will include; mainstreaming disaster risk management in the Ministries' annual work plan and budget, promote and coordinate disaster risk management among stakeholders of the sector

#### **4.4 The Ministry Responsible for Health**

Uganda has experienced health related disasters such as epidemics of cerebrospinal meningitis, avian flu, ebola, and marburg. Other disasters such as; displacement of large numbers of persons which have repeatedly occurred require immediate health interventions to prevent outbreaks of diseases in congested camps, Earthquakes, and terrorist attacks may cause collapsing of buildings and burying of persons, a different scale of health care is then required. The past experience in this area has shown inadequacies such as lack of drugs, personnel and equipment. This situation calls for specific programmes for medical mass causality preparedness and management which should be deliberately derived and implemented as an integral part of disaster preparedness and management.

##### **4.4.1 Objective**

Provide at both national and district levels, adequate as well as timely health services which prevent unnecessary loss of life, when a disaster strikes and quick restoration of their productive capacity.

##### **4.4.2 Guiding Principles**

- i. The Ministry responsible for health should develop an integrated approach for managing health related disasters.
- ii. Public education and awareness is of paramount importance, if health related disasters are to be effectively managed and controlled.
- iii. Early warning systems in the health sector should be strengthened as a preventive measure.

##### **Actions:**

- i. Institute well equipped response Medical Centres in strategically selected areas and ensure that, the public especially the local communities are aware of environmental health concerns and the administration of first aid services during a disaster occurrence.
- ii. Carry out public awareness campaigns in all parts of the Country for preparedness and emergency response to ensure that this knowledge is imparted to every Ugandan.
- iii. Utilize all locally available health and medical resources to the extent possible, to meet the needs identified by the Commission.
- iv. Develop inter- institutional preparedness and emergency plans for the provision of health related services in the event of a disaster, and through this, develop early warning systems through routine health surveillance. Furthermore, prepare a contingency plan with an inventory of required resources.
- v. Train national and district medical staff in emergency operations.
- vi. Direct the activation and deployment of health and medical personnel, supplies, and equip-



- ment, as necessary to support the emergency response operations.
- vii. Coordinate the evacuation of patients from the disaster area, when evacuation is deemed appropriate by the Commission and provide ambulance services.
  - viii. The Ministry will appoint a senior officer to serve as the sectoral disaster risk management focal point whose responsibilities will include; mainstreaming disaster risk management in the Ministries annual work plan and budget, the promotion and coordination of disaster risk management among stakeholders of the sector.

#### **4.5 The Ministry Responsible for Water and Environment**

Many disasters directly affect environment besides the communities. It is therefore necessary to prevent these effects. The Ministry responsible for environment is mandated to ensure environmental quality. Through the National Environment Management Authority (NEMA) as the coordinating body, the Ministry can enhance the health and quality of life of all the people of Uganda, and promote long term sustainable socioeconomic development through sound environmental, natural resource management and use. NEMA can also ensure the integration of environmental concerns in all development policies, planning and activities at national, district and local levels, with the full participation of the individual and community. NEMA can encourage optimised resource use and the achievement of a sustainable level of resource consumption, by raising public awareness to understand and appreciate the linkages between the environment and development.

##### **4.5.1 Objective**

Ensure that disaster events do not damage the environment

##### **4.5.2 Guiding Principles**

- i. The maintenance of environmental quality should be a priority
- ii. An integrated approach should be enhanced and encouraged for the successful management of environmental resources
- iii. Effective linkages with the environment related lead agencies
- iv. Public awareness should be seen as a mechanism for reducing environmental degradation

##### **Actions:**

- i. Develop a plan for public preparedness for emergencies at local level and assist decision makers and technical personnel to improve community awareness of hazardous installations
- ii. Encourage land use planning for settlement especially in; flood plains, river banks, lake shores, wetlands, mountainous and hilly areas. To this end, develop land use control or zoning mechanisms, protective structural measures, and building codes for these areas
- iii. Encourage the development of early warning systems for drought, floods, other environmental disasters and ensure the development of hazard mapping mechanisms for the sector
- iv. Enhance the development of environmental quality standards
- v. Promote environmental impact assessment and other pro-active management approaches
- vi. The Ministry will appoint a senior officer to serve as the sectoral disaster risk management focal point, whose responsibilities will include; mainstreaming disaster risk management in the Ministries annual work plan and budget, the promotion and coordination of disaster risk management among stakeholders of the sector



#### **4.6 The Ministry Responsible for Works and Transport**

Many bridges and roads get washed away in different parts of the country, whenever a heavy rain down pour occurs. Poorly maintained and narrow roads exacerbate road traffic accidents. The Ministry has equipment and expertise for emergency repair of bridges and roads. In addition, the Ministry has equipment, that can be called upon for rescue purposes in case of collapsed buildings etc.

##### **4.6.1 Objective**

Design, construct roads and bridges with adequate capacities to withstand hazardous situations.

##### **4.6.2 Guiding principle**

Ensure that risk and hazard analysis is done before commissioning of any infrastructure design and project

##### **Actions:**

- i. Develop quality standards and construction codes to be used and followed in any infrastructure development especially road infrastructure
- ii. Stockpile emergency road and bridge repair equipment

#### **4.7 The Ministry Responsible for Housing and Urban Development**

Haphazard settlements, poor urban physical planning, lack of quality assurance and building standards, and lack of risk analysis in infrastructure development are among the several factors that increase people's vulnerability to disasters in Uganda. Several buildings have collapsed in the country causing death and injuries of recent.

##### **4.7.1 Objective**

To ensure that infrastructure development in particular, housing are designed and constructed with adequate capacities to withstand hazardous situations.

##### **4.7.2 Guiding Principle**

Ensure that risk and hazard analysis is done before commissioning of any major housing project.

##### **Actions:**

- i. Develop quality standards and building codes to be used and followed in any infrastructure development especially commercial buildings
- ii. Ensure that all investors and projects adhere to the building codes and enforce standards for quality assurance
- iii. Ensure that all city councils and other responsible institutions have in place mechanisms and procedures of approving physical plans and inspecting infrastructure development to enforce quality standards
- iv. Guide the nation on appropriate physical planning to avoid haphazard development
- v. Mainstream disaster risk management into sectoral plans

#### **4.8 The Ministry Responsible for Energy and Mineral Development**

The on-going developments in the energy and mining sector in Uganda, especially oil exploration, requires the country to put in place strict and effective mechanisms to avert disasters related to; oil exploration, transportation and use, including environmental degradation.

#### **4.8.1 Objective**

To ensure that the oil and other mineral exploration activities are well coordinated, regulated and monitored to ensure adherence to risk reduction strategies.

#### **4.8.2 Guiding Principles**

Disaster risk reduction is an integral component of sustainable development. Oil and other mineral exploration activities should be done in a manner that does not compromise the livelihoods of the surrounding communities as well as the environment.

#### **Actions:**

- i. Ensure oil and other mineral exploration companies carry out environmental Impact assessment before commencing exploration
- ii. Ensure livelihoods of local communities are protected
- iii. Monitor and supervise operations of the exploration companies to ensure adherence
- iv. Develop a policy on oil and gas exploration
- v. Due to the flammable nature of oil and gas, ensure all companies put in place and maintain fire prevention and fighting equipment

### **4.9 The Ministry Responsible for Defense (UPDF and Other Security Agencies)**

The security forces are standby, organized and well equipped institutions located strategically across the country. They can be called upon at short notice to give a full range of support (rescue, transport and recovery) during emergencies. The security agencies are a major source of equipment, well organized personnel and other logistics for emergency management. The security forces, however, are not well placed for; vulnerability assessments, risk mapping, public awareness sensitization and education, mitigation, preparedness and contingency planning which are better performed by the civilian technical institutions. At least 20% of the UPDF soldiers in each battalion are accorded training, knowledge, practices, appropriate logistics and equipment for the common disasters in the surrounding location; in addition to their formal military training. The selected UPDF officers and men will be provided with standard emergency body wares and gears appropriate for managing the hazard or disaster at hand.

#### **4.9.1 Objective**

Ensure timely provision of support in numbers of human resources, equipment and logistics whenever massive disasters occur, that is beyond the capacities of the regular emergency institutions.

#### **4.9.2 Guiding Principles**

- i. The armed forces shall not take over leadership from the civilian authority when called upon to give support
- ii. Military equipment and logistics will be availed to civilian use during the emergency period

#### **Actions:**

- i. Provide engineering, transport and logistics support and emergency communications
- ii. Assist with the evacuation of threatened populations
- iii. Ensure the security of public and private property
- iv. Provide technical assistance, equipment and supplies through the Commission

- v. Provide other available emergency support services
- vi. Carry out search and rescue operations in a disaster situation
- vii. The Ministry will appoint a senior officer to serve as the sectoral disaster risk management focal point, whose responsibilities will include; mainstreaming disaster risk management to Ministries' annual work plan and budget, the promotion and coordination of disaster risk management among stakeholders of the sector

#### **4.10 The Ministry Responsible for Internal Affairs (Uganda Police Force)**

The Police are usually among the first institutions informed of any emergency event in the country. They have the communications and institutional organization to deal with such events. Consequently the police and other emergency services have specific roles particularly in preparedness and response.

##### **4.10.1 Objectives**

Preserve public order, safety and communication when a disaster strikes.

##### **4.10.2 Guiding Principles**

- i. The expertise in search and rescue, investigations, the keeping of law and order
- ii. Available resources within the police force should be accessible and utilized in times of disaster emergency

##### **Actions:**

- i. Manage the 24 hr District Emergency Coordination and Operations Centre
- ii. Carry out search and rescue in a disaster situation
- iii. Develop evacuation plans and management measures
- iv. Develop measures for crowd control, fire fighting and security
- v. Liaise with the ministry responsible for health and the OPM/Department for Disaster Preparedness and Management commission in the provision of emergency medical support
- vi. Provide technical assistance and communications equipment
- vii. Oversee and facilitate any criminal investigations
- viii. The Ministry will appoint a senior officer to serve as the sectoral disaster risk management focal point, whose responsibilities will include; mainstreaming disaster risk management in the Ministries annual work plan and budget, the promotion and coordination of disaster risk management among stakeholders of the sector.

#### **4.11 Ministry Responsible for Information**

The most important aspect of successful management of a disaster is the capacity to properly communicate with all relevant sector personnel and the general public. Without the technical capacity to disseminate and to receive information, disaster cannot be effectively managed. The press, radio and television have an important role to play in national disaster management.

##### **4.11.1 Objectives**

Integrate disaster risk management programmes into the ministry's policies and plans.

##### **4.11.2 Guiding Principles**

- i. Communication is vital for the successful management of an emergency situation
- ii. Coverage of the disaster situation gives an insight of the magnitude of the disaster

- problem
- iii. The use of the media in public awareness ensures wide coverage of the country

**Actions:**

- i. Provide dedicated telephone numbers which are easy to remember to key disaster managers
- ii. Provide the media with disaster information in time and keep updating them
- iii. Prioritise public awareness and disaster risk education programmes.
- iv. Train the media on vulnerability assessment, risk identification, reporting and communication during disaster events
- v. Provide liaison and long distance high frequency radio support to districts and lead agencies to facilitate direct communication between the OPM/Department for Disaster Preparedness and Management and the districts

The Ministry will appoint a senior officer to serve as the sectoral disaster risk management focal point, whose responsibilities will include; mainstreaming disaster risk management to the Ministry's annual work plan and budget, as well as, the promotion and coordination of disaster risk management among stakeholders of the sector.

#### **4.12 Ministry Responsible for Education**

Children are among the most prone to risks, hazards and disasters in any area because of their age, limited experience and knowledge of the dynamics of nature and human activity. Hazards and disasters can affect children while at school or on their way to or from school. The Ministry of Education must ensure school buildings are built strong enough to withstand all hazards that affect the location. School buildings are often used as refuge centres by communities neighbouring the school, in case of emergencies. The buildings should therefore, not become death traps for the children and the neighbouring communities.

The Ministry is urged to mainstream disaster risk management to the education curriculum at all levels. This will enable the children to grow up while knowing the risks and hazards in their society and how to avoid or manage them. Pupils and students are also good educators of the communities where they come from, they therefore contribute to community education on risk and hazards management once equipped with the knowledge at school.

##### **4.12.1 Objectives**

To minimize risks of hazards and impact of disasters on school going children. To improve safety of school buildings and introduce disaster risk education into school's curriculum at all levels.

##### **4.12.2 Guiding Principles**

- i. Disaster management education should become an integral part of education (formal and non-formal) at all levels, not a separate or additional subject
- ii. Disaster education and public awareness programs should be targeted at all those in public and private sectors whose wellbeing and activities can be significantly affected by disasters, and whose activities are likely to lead to the occurrence of a disaster
- iii. Traditional knowledge, attitudes, and practices which result to improved disaster management should be strengthened, while the negative cultural practices should be discouraged

- iv. Prioritise research programs that are critical for disaster risk management
- v. Training programs in disaster risk management should be promoted and strengthened

**Actions:**

- i. The Ministry of Education and Sports together with the National Curriculum Development Centre will integrate disaster risk management in the curriculum for all levels of education in the country.
- ii. The Ministry of Education and Sports will promote and support research into ways of mitigating hazards that affect the country
- iii. Develop teaching materials initially for primary schools and eventually for all training institutions, and to ensure that disaster risk management concerns are integrated into these materials
- iv. Install disaster mitigation equipment in schools such as fire extinguishers and lightning arrestors/conductors
- v. Train trainers in the use of tools for disaster management
- vi. Urge schools to carry out drills and rehearsals on safety from fire, floods etc.

#### **4.13 Ministry Responsible for Local Governments**

The Ministry responsible for Local Governments is the link between the districts and the central government. The Ministry oversees Local Governments in the implementation of Government policies and programmes. The Ministry of Local Government will therefore ensure relevant sections of this policy are effectively implemented by the district and sub county local government.

##### **4.13.1 Objective**

To ensure that disaster risk management is an integral part of the local government system.

##### **4.13.2 Guiding Principles**

Local Governments prone to natural and human-induced hazards should take disaster risk management into consideration when developing their annual work plans and budgets.

**Actions:**

- i. The Ministry will ensure every district establishes a district disaster policy committee and district disaster management committee
- ii. It will ensure that every district captures the major natural and human-induced risks and hazards that regularly affect the district in its annual work plan and budget
- iii. The Ministry will ensure that local governments at all levels develop disaster preparedness plans for their area
- iv. It will promote public awareness and education on management of disaster relevant to their different areas of operation
- v. The Ministry will appoint a senior officer to serve as the sectoral disaster risk management focal point, whose responsibilities will include; mainstreaming disaster risk management in the Ministries annual work plan and budget, the promotion and coordination of disaster risk management among stakeholders of the sector

#### **4.14 Ministry of Gender, Labour and Social Development**

When disasters strike it is mainly women, children, the elderly and persons with disabilities who bear the brunt of the tragedy. The ministry will play a crucial role in promoting attention to the various peculiar needs of women, children, the elderly and persons with disabilities when designing disaster preparedness and response plans. The ministry will ensure these concerns and needs of women, children, the elderly and persons with disabilities are integrated in all other ministries and institutions of government risk reduction strategies.

##### **4.14.1 Objectives**

To integrate gender concerns into disaster preparedness, emergency planning, decision making and implementation at all levels.

##### **4.14.2 Guiding Principles**

- i. Gender analysis should indicate how the impacts of a proposed program or policy would affect women, children, the elderly and persons with disabilities;
- ii. Public education should consider location, daily chores and access to women, children, the elderly and persons with disabilities;
- iii. Basic training in disaster risk management should include methodologies and tools for gender analysis.
- iv. Basic research on gender roles with regard to disaster risk management should be carried out throughout the country.
- v. Deliberate efforts should be made to involve women, the youth and persons with disability in disaster preparedness and management decision-making.

##### ***Actions:***

- i. The Ministry will ensure the national and district disaster plans have adequate consideration for the peculiar needs of women, children, the elderly and persons with disabilities.
- ii. During recovery after a disaster, the Ministry will ensure special assistance for the elderly and persons with disabilities
- iii. Facilitate participation of both men and women in formal and informal education, training, public awareness campaigns and decision making in disaster management
- iv. Ensure persons with disabilities such as the blind and deaf are provided with relevant knowledge of the risks in their surrounding
- v. Design programs that involve and benefit the most disadvantaged groups, particularly women, children and persons with disabilities
- vi. The Ministry will appoint a senior officer to serve as the sectoral disaster risk management focal point, whose responsibilities will include; mainstreaming disaster risk management in the Ministries annual work plan and budget, the promotion and coordination of disaster risk management among stakeholders of the sector.

#### **4.15 Local Communities and Individual Families**

Communities are responsible for taking measures within their own capacities, to protect their own livelihoods and property. However, it is expected that measures taken by individual families and communities will for part of an integrated approach which will include the development of family management capacities and a reduction in their vulnerability over time. The national disaster management programme is aimed principally at the reinforcement of community capacity to



withstand disaster threats therefore, communities and families have a responsibility to ensure that their attitudes to and understanding of those threats, their perceptions and normal ways of counter-ing the risk are known to those whose role is to convert local information into national programming.

#### **4.15.1 Objective**

Develop an integrated approach for community capacity building, leading to reduction of their vulnerability to disasters.

#### **4.15.2 Guiding Principles**

- i. A more informed community has the capacity to protect their own lives and liveli-hoods
- ii. Communities should be socially and economically empowered as a means of reducing their vulnerability to disasters

#### **Actions:**

- i. Encourage public participation in disaster risk management programmes
- ii. Develop capacity building measures to empower the communities in disaster risk management
- iii. Encourage public awareness and education for communities right from grass root level
- iv. Develop and use traditional knowledge and practices in disaster risk management

#### **4.16 Parastatals and the Private Sector**

These are responsible for taking measures to ensure, as far as possible the safety of their plant operations against any threat of natural disaster events. They must also ensure that their industrial, transport and other activities do not pose risks either to their workers, the general public or the environment, and that they are capable of taking precautionary measures in the event of any emergency or accident. They are responsible for observing any regulations enacted through government or a relevant government agency. This is particularly relevant to multinational companies whose operations must observe their parent companies standards of practice and provide examples of good practice for Uganda.

#### **4.16.1 Objective**

Ensure the integration of disaster preparedness and management into their action plans.

#### **4.16.2 Guiding Principles**

- i. The industrial sector should oblige to the existing rules and regulations governing their operations. Occupational safety should be made part and parcel of the day to day operations of the industrial sector.
- ii. There is need to ensure that the private sector integrates disaster risk management programmes into their action plans.

#### **Actions:**

- i. Educate workers on safety measures and emergency response measures. This role should be carried out by the owner of the installation
- ii. Ensure occupational safety
- iii. Provide channels of access to resources and skills that the government may need under the



- disaster management programme
- iv. Develop inter institutional disaster response and emergency plans

#### **4.17 The Uganda Red Cross, National and International Humanitarian Agencies**

The Uganda Red Cross, National and International Humanitarian Agencies, other voluntary organisations and professional bodies are able to make valuable contributions to all aspects of disaster risk reduction through prevention, preparedness, mitigation, response and recovery.

Their activities are in most cases effective at the district and local (community) levels through the promotion of public awareness of the threat and its effects, and through training aimed at developing self help and self reliance.

The Uganda Red Cross has a special role to play in disaster risk management as an auxiliary to Governmental capability. Unlike other Non Governmental organizations, the Uganda Red Cross is a creation by an Act of Parliament (The Red Cross Act No. 23 of 1964). Therefore, its roles and responsibilities are defined by law, making it a more reliable institution in disaster management.

##### **4.17.1 Objectives**

Provide emergency support services to the local communities.

##### **4.17.2 Guiding Principles**

- i. Cooperation between state and the institution is pivotal in disaster management
- ii. The need for technical as well as financial assistance is vital if disaster management programmes are to be effectively run
- iii. NGOs are a vital force in public education and awareness, especially at the grassroots level
- iv. NGOs have organised and well trained personnel with the ability to carry out emergency operations

##### **Actions:**

- i. Support the management and coordination of sheltering, feeding, supplemental disaster health services, emergency first aid services, bulk distribution of emergency relief items and supportive counselling to the victims and their families
- ii. Establish and operate mass care shelters and feeding facilities for victims requiring these services
- iii. Provide casualty and illness information to the Commission and the appropriate lead agency
- iv. Within its agreement, coordinate the provision of relief efforts by any and all volunteer organizations actively engaged in providing assistance to disaster victims

#### **4.18 Inter-Governmental Organisations and Development Partners**

Inter-governmental agencies such as the African Union, Inter-Governmental Authority on Development (IGAD), and Development Partners provide technical and financial support to disaster risk reduction programmes in the country. International assistance as much as possible should be channeled through the relevant institutions of government who in-turn should engage national and international NGOs and humanitarian agencies. Such arrangements will promote coordination and development of local capacities and expertise. It will also minimize creation of some forms of parallel 'governments' or the

tendency to take over some functions of the responsible institution of government.

#### **4.18.1 Objective**

Promotion of Inter-State cooperation and sharing of international expertise and experiences.

#### **4.18.2 Guiding Principles**

- i. Cooperation between states is pivotal in disaster management
- ii. The need for technical as well as financial assistance is vital in the promotion of disaster risk management in developing economies

#### **Actions:**

Provide both resources and technical assistance for specific aspects of the national disaster management programme.

### **4.19 The Role of National and International Humanitarian Organizations and NGOs**

National and International Humanitarian Organizations and Non-Governmental organizations provide pivotal role in mobilizing and sensitizing the masses about risks, hazards and disasters that affect their communities and how to manage them. They therefore supplement the efforts of the public sector and help in ensuring that the concerns of the underprivileged are incorporated in the national development processes. National and International Humanitarian organizations and NGO involvement in disaster risk management should therefore be promoted since they are capable of assisting in grassroots implementation of the National Disaster Management Policy. Particular attention should be directed to those National and International Humanitarian organizations and NGOs which provide support and opportunities to the more disadvantaged groups, such as children, women, persons-with-disability, the old and the youth.

Training opportunities should be provided for National and International Humanitarian organizations and NGO field staff in relevant areas such as rescue operations, provision of first aid services and discussions between district disaster management committees, local disaster management committees and NGOs should be encouraged. This can be achieved through workshops, seminars and field demonstration activities to further support and strengthen the village-level programs of local NGOs; and consider, where appropriate, local NGOs as partners in disaster management generally, or in the management of specific areas of disaster management.

#### **4.19.1 Regional and International Cooperation**

A disaster can overwhelm national capacity to handle and so international help becomes necessary. Furthermore, owing to the trans-boundary nature of many disasters; regional and global approaches to disaster risk management are gaining increased importance. Unfortunately, few regional and international conventions and protocols exist with provisions for cross-border disaster risks management.

##### **4.19.1.1 Objective**

To actively participate in the development and implementation of regional and global initiatives/efforts for enhancement of cross-border disaster risk management.

#### **4.19.1.2 Guiding Principles:**

Disasters do not respect national or regional boundaries

Regional and global approaches give support to national efforts in disaster preparedness and management.

#### **Actions:**

- i. Participate actively in regional and international forums and efforts towards sound management and conservation of environmental resources especially in the areas of water quality, biodiversity conservation, control of movement of hazardous materials, climate change etc.
- ii. Ratify appropriate and relevant regional and international conventions and protocols with an implication of disaster management
- iii. Initiate treaties and protocols with neighbouring countries on cross-border disaster risk management
- iv. Promote public awareness about regional and global disaster management issues and concerns to the policy makers and the general public

#### **4.20 Monitoring and Evaluation**

In order to know and assess the impact of the above policies and strategies on disaster management, constant and progressive monitoring and evaluation will have to be done. These policies and strategies will require fine tuning or modifications for them to respond to changing circumstances in the future. Furthermore, it is important that measures of progress and effectiveness of the proposed strategies are evaluated.

##### **4.20.1 Objectives**

To determine the impact of the proposed policies and strategies, ascertain their progress and effectiveness.

##### **4.20.2 Guiding Principles**

- i. To be effective, a monitoring and evaluation (M&E) system, including an internal (M&E) system for the Office of the Prime Minister, Disaster Department and Commission, should be able to track the progress and evaluate the effectiveness of the institutions to carry out their functions and assess the impact of those functions on disaster management, the economy and the population
- ii. The effectiveness of the Office of the Prime Minister, Disaster Department and commission as an advisory and coordinating institution should largely hinge on their ability to access, coordinate the use of information
- iii. The focal points within ministries and lead agencies should play an important role of ensuring co-operation, by managing the flow of information to and from line ministries.
- iv. Most changes in disaster management should be produced by activities undertaken at the district level and below
- v. Monitoring programs and impact levels should be closely related to annual targets on a multi-year operational plan

#### **Actions:**

- i. Ensure that all programs and activities related to disaster preparedness and management have well defined information
- ii. Establish progress indicators for all programs and activities, and where possible, set targets

- on annual multi-year plans
- iii. Require that all disaster management investment programs spell out the methodology for monitoring and evaluation; select certain minimum indicators for this purpose to show improvements or deterioration in disaster management after a given time
  - iv. Develop disaster management monitoring guidelines and a standardized reporting system to assist districts in monitoring, data collection and reporting
  - v. Strengthen district and community monitoring and evaluation capabilities
  - vi. Undertake continuous and periodic evaluation of all aspects of disaster management programmes including production of district environmental profiles
  - vii. Produce and publish periodically national and district state of disaster preparedness reports

## CHAPTER FIVE

### 5.0 STRATEGIES AND MECHANISMS

#### 5.1 STRATEGIES

In the process of planning and providing a dynamic response to disasters, the following strategies will be adopted:

##### 5.1.1 Risk Assessment

Effective disaster preparedness and management depend on accurate information, projections and forecasts that are conducted with scientific precision. Government will procure relevant equipment both for effective monitoring and response. The equipment will include weather and tectonic forecasting equipment, ambulances and evacuation vans, firefighting equipment and safe water transport tanks, floaters, boats etc. Government will also establish a National disaster fund which will be replenished annually in accordance with the results of the risk assessments and research centres.

##### 5.1.2 Effective Use of Media and Communication Mechanisms

Effective communication is a key pillar in successful disaster preparedness and management operations. The media plays a crucial role in linking forecast centres to the public. It provides information that builds and reinforces the state of preparedness and capability. The media provide information upon which the public can make life saving decisions. Under this policy, media personnel will be trained on relevant aspects and techniques of reporting in situations of disasters.

The Inter Agency Technical Committee will liaise with the ministry responsible for information and the private media to ensure accurate, consistent and coordinated information and education flow. The media will also disseminate government disaster preparedness and management plans in the event of an imminent disaster.

Other key actors are the telecommunication companies. Given that information and modes of communication are critical in disaster preparedness and management, government will reach out to telephone companies, internet providers and other communication channels to ensure effective delivery of information to the people who have access to these services.

##### 5.1.3 Integration of Disaster Preparedness and Management in Schools

Education is a critical factor in disaster preparedness and management. In order to increase awareness, appreciation and commitment to save human lives and livelihoods, disaster preparedness and management issues will be integrated in the primary and secondary school curriculum. At higher education levels modules and courses on disaster preparedness and management will be developed. The focus will be put on dangers associated with disasters and the appropriate responses.

##### 5.1.4 Mine Risk Education

This is one of the areas of special focus. The Policy recognises that the issue of mines and explosive remnants of war is largely not understood by the communities and this situation undermines efforts in Disaster Preparedness and Management. Community sensitisation programs will thus be promoted in the country especially in conflict and post conflict districts of Uganda.

### **5.1.5 International Partnership and Co-operation**

Some disasters have a cross border dimension. The existing and ongoing initiatives under the African Union, IGAD and East African Community are recognised by this policy. Therefore, the Government of Uganda shall form partnerships and collaboration mechanisms with regional forecast centres to enhance exchange of relevant information and national disaster preparedness capacities. The government of Uganda is already a signatory of various international conventions, protocols, and should sign memoranda of understanding and agreements with various regional and international bodies.

### **5.1.6 Research and Documentation**

Uganda has been experiencing numerous man-made and natural disasters. However, there has not been enough effort to document and integrate research into subsequent disaster related responses. Through this policy, government will partner with civil society, research and academic institutions to undertake research and documentation. Learning from past experience will enable the country to attain a high level of Disaster Preparedness and Management. The documentation of past experiences and indigenous knowledge will enable the agencies to make adequate preparations to manage disasters. The documentation will be instrumental in developing disaster mapping and early warning and prediction systems.

The government is obligated to procure adequate equipment for; disaster detection and tracking, communication, vulnerability assessment, rescue and evacuation. The government shall procure the relevant equipment and update it regularly to ensure that it is commensurate with the requirements of the National Disaster Preparedness and Management plan. Where government is unable to procure such equipment, it will enter into memoranda of understanding with the private sector for use of such equipment on terms agreeable to both parties.

### **5.1.7 Early Warning**

Early warning is a prerequisite for successful Disaster Preparedness and Management interventions and it is the foundation upon which other efforts can be undertaken. The government and all other stakeholders will ensure that relevant, reliable, up-to-date and timely information is provided to the community.

The Department of Relief and Disaster Preparedness and Management will establish a forum for coordination of the various early warning systems and in liaison with the department of information; generate and disseminate early warning bulletins. In addition, the department of relief, disaster preparedness and management in liaison with Uganda Broadcasting Council and Uganda Telecommunications Commission will establish Memoranda of Understanding (MoUs) with FM Radio Stations and Mobile Phone Telecommunications Companies to enable the use of their facilities to send out early warning messages whenever the need arises.

### **5.1.8 Human Resource Training and Development**

The Inter-Agency Technical Committee (IATC) will ensure that all government ministries, private sector bodies and local governments have stand-by disaster management teams available and adequately equipped for disaster preparedness and response. The IATC will ensure that these teams are trained regularly and that at all times they are ready to get into action for disaster related interventions.



### **5.1.9 Physical Planning**

Poor urban planning increases vulnerability of the population and other resources to disasters such as fires, diseases and accidents. Urban authorities are obliged to ensure that urban planning is responsive to Disaster Preparedness and Management standards. Such standards include provision of road access to all housing units, ensuring that constructions adhere to standards and mainstream disaster risk reduction in their architectural plans. For instance, high storeyed buildings should be compliant with seismic movement requirements. Traffic jams are a threat to public peace and should be avoided.

### **5.1.10 Gazetting Disaster Prone Areas**

Government will come up with National risk, hazard and disaster profiles and maps of the country depicting each of the known natural and human-induced disasters. The profiles and maps will be updated at least once every 3 years. The national risk, hazard and disaster profiles and maps shall be produced and re-produced in sufficient quantities for distribution to reach all disaster prone Local Governments and village communities. Electronic copies of the profiles and maps shall be made available to the public through relevant websites and other electronic mechanisms. People living in very risky areas will be informed of planned gazettelement. After gazettelement, persons affected will be assisted to resettle elsewhere under a voluntary arrangement. Government will make appropriate arrangements to ensure safety and continuity of cultural practices and traditions of all communities being resettled.

### **5.1.11 Defining and Enforcement of Standards**

Sub-standard goods and services increase vulnerability to disasters. For example substandard electrical works increase vulnerability to fire. The government organs responsible for setting and enforcement of standards, will define and enforce standards for relevant goods and services and guarantee occupational health. District and other local authorities will ensure that hospitals, churches, schools, and houses are retrofitted and made resistant to known hazards such as fire, earthquakes, storms, floods and lightning.

### **5.1.12 Resource Mobilization**

The ministry responsible for disasters and all ministries shall secure adequate resources to implement disaster preparedness and management activities. Line ministries shall also plan and budget for disaster risk reduction activities within their respective ministerial mandates. Districts shall also integrate disaster preparedness and management into their development plans and budgets. Public-private partnership shall also be encouraged at all levels.

### **5.1.13 Monitoring and Evaluation (M & E)**

M & E will ensure that the activities of all stakeholders and players conform to acceptable standards of disaster management practice, the Disaster Policy and Act. In order to know and assess the effectiveness and efficiency of the policy and strategies in disaster preparedness and management, there will be constant and progressive monitoring and evaluation. The Office of the Prime Minister through the National Platform for Disaster risk reduction will be responsible for the overall monitoring, supervising and evaluating of disaster preparedness and management at all levels. It will also build capacity for local authorities to monitor and evaluate disaster preparedness and management at lower levels. Monitoring and evaluation will be undertaken with the full participation of government ministries, development partners, private sector and NGOs.



#### **5.1.14 Gender Integration**

Uganda's population structure and the current poverty trends indicate that women and children are most vulnerable to the effects of disaster. When disasters strike, it is mainly the women and children who bear the brunt of the tragedy. It is therefore necessary to analyze and understand the relevancy and implications of gender roles in disaster preparedness and management. Besides, the gender roles played by males and females epitomises their roles in disaster preparedness and management.

#### **5.1.15 Public Awareness, Sensitization, Education and Training**

When disasters strike, there is no room or time for trials. Education and public awareness are essential supportive components of community participation and are, therefore, vital in Disaster Preparedness and Management. To ensure that the population is fully involved in disaster preparedness and management, there is need to draw up and implement a comprehensive education and public awareness program. Individuals have not only the rights but also the duty to prepare to participate in disaster preparedness and management. Individuals are most prone to disasters and therefore have detailed information concerning the effects of disasters. In view of this, individuals in the communities will participate in the important decisions in Disaster Preparedness and Management.

## CHAPTER SIX

### 6.0 THE LEGAL FRAMEWORK

#### 6.1 The Disaster Preparedness and Management Act

This policy urges the Office of the Prime Minister – Department of Relief, Disaster Preparedness and Management to develop through a consultative process and present to Cabinet and Parliament a National Disaster Preparedness and Management bill. The Proposed National Disaster Preparedness and Management Act will enforce key provisions of this policy. Critical to the proposed legal framework will be:

- i. The Institutional Structures presented in this policy.
- ii. Memoranda of Understanding with Private sector on arrangements for short notice and emergency use of their equipment and facilities.

#### 6.1.1 Incentives and Punitive Measures

The legislation shall provide for incentives to encourage government agencies, the public and all other stakeholders to comply with the provisions relating to the preparation, reviewing and implementation of Disaster Preparedness and Management plans. The legislation shall also provide for incentives to encourage government and non-governmental agencies to comply with requests by the centre for information. Provision shall also be made for appropriate penalties in the case of non-compliance and for deliberate failure or omissions to undertake appropriate actions.

#### 6.1.2 Financial Provisions

Parliament shall ensure that adequate resources and facilities are provided to the Office of the Prime Minister – Department of Disaster Preparedness and Management to enable it perform its functions effectively.

#### 6.1.3 The Disaster Preparedness and Management Fund

This policy urges the Ministry of Finance Planning and Economic Development in liaison with the Office of the Prime Minister to develop and present to cabinet and Parliament; a National Disaster Preparedness and Management Fund Bill. The bill should among others provide for annual allocation of a minimum of 1.5 % of the annual approved budget to the National Disaster Preparedness and Management Fund. The fund will be used for Disaster Preparedness and Management in the country. International and other National Development partners should be encouraged to contribute to the fund. A transparent mechanism of accessing resources from the fund should be worked out.

#### 6.1.4 Administration of the Fund

The Office of the Prime Minister - Department of Relief, Disaster Preparedness and Management shall be responsible for the administration of the fund. The operation of this fund will be undertaken through the relevant ministry according to the existing financial regulations.

#### 6.1.5 Making Regulations

The minister shall make regulations to implement the provisions of this policy. Local governments shall develop by-laws to operationalize the implementation of the policy.

## Appendices

### DEFINITION OF TERMS

“**Act**” means the Disaster Preparedness and Management Act;

‘**Climate Change**’ refers to any change in climate over time, whether due to natural variability or as a result of human activity (IPCC, 2001);

‘**Climate Variability**’ refers to variations in the mean state and other statistics of the climate on all temporal and special scales, beyond that of the individual weather events. Variability may be due to natural or internal processes within the climate system;

“**Developer**” means a person carrying out any activity subject to an impact assessment;

“**Disaster**” means the occurrence of a sudden or major misfortune which disrupts the basic fabric and normal functioning of a society or community. An event or series of events which gives rise to casualties, damage or loss of property, infrastructure, essential services or means of livelihood on a scale which is beyond the normal capacity of the affected communities to cope with unaided. Disaster is sometimes also used to describe a catastrophic situation in which the normal patterns of life or eco-systems have been disrupted and extraordinary, emergency interventions are required to save and preserve human lives or the environment. Disasters are frequently categorized according to their perceived causes and speed of impact. In the context of community disaster education, not every event arising out of a hazard is a disaster. A disaster occurs when a disruption reaches such proportions that there are injuries, deaths or property damage, and when the disruption affects many or all of the community’s essential functions such as; water supply, electricity/ power, roads and hospitals. Also, people affected by a disaster may need assistance to alleviate their suffering;

“**Disaster risk management (DRM)**” means continuous and dynamic multi-sectoral, multi-disciplinary process of planning and management which seeks to; improve measures relating to the prevention, mitigation, preparedness, emergency response and post disaster recovery by systematic study and analysis;

“**District Emergency Coordination and Operation Centre (DECOC)**” means the 24 hour district disaster working base where emergency incident reports are received, maps, data and equipment are displayed or placed on standby to assist in emergency response co-ordination and communication;

“**Early Warning System (EWS)**” means a program established to monitor and warn on disaster threats ahead of time, to trigger timely, appropriate, preventive measures. Such a program involves monitoring at household, community, district and national levels;

“**Emergency**” means a condition of disaster or of extreme peril to the safety of persons and property caused by such conditions as; air pollution, fire, flood, hazardous material incident, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestations other than conditions resulting from a labour controversy;

**“Emergency phase”** means the period during which extraordinary measures have to be taken. Special emergency procedures and authorities may be applied to support human needs, sustain livelihoods, and protect property to avoid the onset of a disaster. This phase can encompass pre-disaster, disaster alert, disaster relief and recovery periods. An emergency phase may be quite extensive, as in a slow onset disaster such as a famine. It can also be relatively short-lived, as after an earthquake;

**“Environment”** has the meaning assigned to it under the National Environment Statute, 1995;

**“Environmental health”** means the wellbeing of man in relation to those factors in his or her environment, which may be responsible for harmful effects on his health;

**“Epidemics”** means exposure to a toxin resulting in pronounced rise in a number of cases of parasitic or infectious origin;

**“Food”** means any article used for food or drink other than drugs or water, but includes ice, and any articles which ordinarily enters into or is used in the composition or preparation of human food, and includes flavouring matters and condiments;

**“Fund”** means the Disaster Preparedness and Management Fund;

**“Hazard”** means a rare or extreme event in the natural or man-made environment that adversely affects human life, property or activity to the extent of causing disaster. A hazard is a natural or man-made phenomenon which may cause physical damage, economic losses, or threaten human life and well-being if it occurs in an area of human settlement, agricultural, or industrial activity. Note, however, that in engineering, the term is used in a more specific, mathematical sense to mean the probability of the occurrence, within a specified period of time and a given area, of a particular, potential damaging phenomenon of a given severity or intensity;

**“Human-made disasters”** means disasters or emergency situations where the principal, direct causes are identifiable human actions, deliberate or otherwise. Apart from “technological” and “ecological” disasters, this mainly involves situations in which civilian populations suffer casualties, losses of property, basic services and means of livelihood as a result of war or civil strife, for example. Human-made disasters or emergencies can be of the rapid or slow onset types, and in the case of internal conflict, can lead to “complex emergencies” as well. Human-made disaster acknowledges that all disasters are caused by humans because they have chosen, for whatever reason, to be where natural phenomena occurs that result in adverse impacts on people;

**“Human settlement”** means any building or tent together with the land on which it is situated;

**“Infectious disease”** means any disease which can be communicated directly or indirectly by any person or livestock suffering from it to any other person;

**“Lead agency”** means any ministry, department, parastatal agency, public officer in which or whom any law vests functions of control or management of any segment of disaster management;

**“Local government”** has the same meaning assigned to it by the Local Government Act, 1997 and its subsequent amendments;

**“Minister”** means the minister responsible for disaster preparedness and management;

**“Mitigation”** means measures which lessen the impact of a disaster phenomenon by improving a society’s ability to absorb the impact with minimum damage or disruptive effect. It is a collective term used to encompass all activities undertaken in anticipation of the occurrence of a potentially disastrous event, including preparedness and long-term risk reduction measures. The process of planning and implementing measures to reduce the risks associated with known natural and man-made hazards to deal with disasters, which do occur. Strategies and specific measures designed on the basis of risk assessments and political decisions concerning the levels of risk which are considered to be acceptable and the resources to be allocated (by the National and sub-national authorities and donors. The measures include both preparedness and protection of physical infrastructure and economic assets. In practice mitigation involves actions such as:

- promoting sound land use planning based on known hazards;
- relocating or elevating structures out of flood plains;
- developing, adopting, and enforcing effective building codes and standards;
- engineering roads and bridges to withstand earthquakes;

**“National Emergency Coordination and Operation Centre (NECOC)”** means the 24 hour national disaster emergency centre where emergency incident reports are received, maps, data and emergency equipment are placed on standby mode for rapid response and coordination of emergency actions;

**“Natural disaster”** means a disaster originating from a natural mishap;

**“Natural phenomena”** means extreme climatological, hydrological or geological process that does not pose any threat to persons or property;

**“Occupational health”** means the state or process of ensuring the health of workers in all work places, situations and occupations;

**“Pollution”** has the same meaning as assigned to it by the National Environment Statute, 1995;

**“Population displacements”** are usually associated with crisis-induced mass migration in which large numbers of people are forced to leave their homes to seek alternative means of survival. Such mass movements normally result from the effects of conflict, severe food shortages and collapse of economic support systems;

**“Preparedness”** involves; the development and regular testing of warning systems linked to forecasting systems and plans for evacuation or other measures to be taken during a disaster alert period to minimize potential loss of life and physical damage, the education and training of officials and the population at risk. the establishment of policies, standards, organizational arrangements and operational plans to be applied following a disaster impact; the securing of resources (possibly including the stockpiling of supplies and the earmarking of funds); and the training of intervention teams. It must be supported by enabling legislation;

**“Preparedness activities”** means a set of activities which enhance the abilities of individuals, communities, and businesses to respond to a disaster. Disaster exercises, disaster-preparedness training, and public education are examples of preparedness activities;

**“Prevention”** means those measures which are aimed at stopping a disaster from occurring or preventing such occurrence having harmful effects on communities or groups of individuals;

**“Reconstruction”** means the actions taken to establish a community after a period of rehabilitation subsequent to a disaster. Actions would include reconstruction/rehabilitation of houses, restoration of all services to enable the affected community resume its pre-disaster state;

**“Recovery”** means the process by which the nation, communities or groups of individuals are assisted to return to their proper level of functioning and livelihood following a disaster;

**“Rehabilitation”** means the operation and decision taken after a disaster with a view to restoring a stricken community to its former living conditions, while encouraging and facilitating the necessary adjustments to the changes caused by the disaster;

**“Relief phase”** means the period immediately following the occurrence of a sudden disaster or the late discovery of a neglected or deteriorated slow on-set situation when exceptional measures have to be taken to search and find the survivors as well as meet their basic needs for shelter, water, food and medical care;

**“Response”** means activities to address the immediate and short-term effects of an emergency or disaster. Response includes immediate actions to save lives, protect property, and meet basic human needs. Based on the requirements of the situation, response assistance will be provided to an affected area under the National Response Plan using a partial activation of selected primary agencies or the full activation of all the primary agencies to meet the needs of the situation. Response activities, during the immediate aftermath of a disaster, deal with emergency needs and restore community services. For example, mass care, spontaneous and professional search and rescue, damage assessment, and provision of communications are ways that people and organizations respond;

**“Risk”** is the probability that a hazard will occur and means expected losses due to the particular hazard. It is the product of a hazard and vulnerability;

**“Sanitation”** encompasses the isolation of excreta from the environment, maintenance of personal hygiene, safe disposal of solid waste, the safe drinking water chain and vector control;

**“Slow-on-set disasters”** Sometimes creeping disasters or situations in which the ability of people to acquire food and other necessities of life slowly declines to a point where survival is ultimately jeopardized. Such situations are typically brought on or precipitated by drought, crop failure, pest diseases, or other forms of “ecological disaster, or neglect. If detected early enough, remedial action can be taken to prevent excessive human distress or suffering. However, if neglected, the result can be widespread destitution and suffering, and a need for emergency humanitarianism assistance as in the aftermath of sudden disasters;



**“Sudden-on-set disasters”** means sudden calamities caused by natural phenomena such as earthquakes, floods, tropical storms, or volcanic eruptions. They strike with little or no warning and have an immediate adverse impact on human populations, activities and economic systems;

**“Technological disaster”** means a disaster originating from a technical mishap. Invariably, this is a situation in which a large number of people, property, infrastructure, or economic activity is directly and adversely affected by a major industrial accident, severe pollution incident, nuclear accident, air crashes (in populated areas), major fire, or explosion;

**“Vulnerability Analysis”** means the process of estimating the vulnerability to potential disaster hazards. For more general socio-economic purposes, it involves consideration of all significant elements in society, including physical, social and economic considerations (both short and long-term) and the extent to which essential services (and traditional and local coping mechanisms) are able to continue functioning;

**“Vulnerability”** means the extent to which a community, structure, service, or geographic area is likely to be damaged or disrupted by the impact of a particular hazard, on account of their nature, construction and proximity to hazardous terrain or a disaster-prone area. For engineering purposes, vulnerability is a mathematical function defined as the degree of loss to a given element at risk, or set of such elements, expected to result from the impact of a disaster of a given magnitude. It is specific to a particular type of structure and expressed on a scale of 0 (no damage) to 1 (total damage). For more general socio-economic purposes and macro-level analyses, vulnerability is a less-strictly-defined concept. It incorporates considerations of both the intrinsic value of the elements concerned and their functional value in contributing to communal well-being in general and to emergency response and post-disaster recovery in particular. In many cases, it is necessary (and sufficient) to settle for a qualitative classification in terms of “high”, “medium” and “low”; or explicit statements concerning the disruption likely to be suffered;

**“Vulnerable groups”** means categories of persons likely to be affected when a disaster strikes or persons with special needs, invariably defined to include: unaccompanied minors, the elderly, the mentally and physically disabled, victims of physical abuse or violence and pregnant, lactating or single women whose precarious status needs special attention;









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