

PUNTLAND DISASTER MANAGEMENT POLICY



Government of Puntland SOMALIA

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Map of Puntland State of Somalia



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ACRONYMS

CBOs	Community Based Organizations
CSOs	Civil Society Organizations
DM	Disaster Management
DRR	Disaster Risk Reduction
EOC	Emergency Operation Center
EWS	Early Warning System
GDP	Gross Domestic Product
GoP	Government of Puntland
HADMA	Humanitarian Affairs and Disaster Management Affairs
H.E	His Excellency
HF	High Frequency
HFA	Hyogo Framework of Action
ICRC	International Committee of the Red Cross
ICT	Information Communication Technology
INGOs	International Non-Governmental Organizations
MoF	Ministry of Finance
MoH	Ministry of Health
MOPIC	Ministry of Planning and International Cooperation
MOWDAFA	Ministry of Women development and Family Affairs
NGOs	Non-Governmental Organizations
PASWE	Puntland Agency for Social Welfare
PDMP	Puntland Disaster Management Policy
PDMC	Puntland Disaster Management Council
SAGAs	Semi-Autonomous Government Agencies
SRCS	Somali Red Crescent Society
SSDF	Somali Salvation Democratic Front
UN	United Nations
UNOCHA	United Nations Office for Coordination of Humanitarian Affairs

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PREAMBLE

The 21st Century has seen a high leap, in both frequency and severity of disasters in all continents. Several reasons have been put forward for this, amongst which are climate changes, harmful technologies, unplanned urbanization, poor agricultural practices, conflicts etc. Among other things, these disasters have caused substantial loss of lives, destabilization of socio-economic structures with severe economic and psychological burden on nations. The ultimate outcome leads to poverty, derailed human development and disruption of livelihoods for the people in the least developed countries.

Reports indicate that about a third of global mortalities are being caused by some form of disasters. To address these global concerns, the UN Millennium Summit held in September 2000, stipulates specific time-bound targets to be reached by 2015, in what is widely known as the Millennium Declaration. This was designed with the vision of combating poverty and inequality. In order to achieve this, a set of eight goals and targets, the Millennium Development Goals (MDGs), were mandated to all countries.

These goals were incorporated into the World Summit on Sustainable Development (WSSD) Johannesburg Plan of Implementation in 2002; and Disaster Management was declared as an integral part of sustainable development. The WSSD Johannesburg Plan of Implementation (2002) encourages “An integrated, multi-hazard, inclusive approach to address vulnerability, risk assessment and disaster management, including prevention, mitigation, preparedness, response and recovery, as an essential element of a safer world in the 21st century”.

It is believed that such a proactive approach to disaster management would go a long way in maximizing disaster risk reduction, which will ensure sustainable development. The Government of Puntland recognizes the need for a proactive, comprehensive and sustained approach to disaster management to reduce the detrimental effects of disasters on the overall socio-economic development of the state. The government believes that there is an urgent need for a policy which articulates its vision and strategy for disaster management in the state is required.

In this context, the Humanitarian Affairs and Disaster Management Agency (**HADMA**) with a view to provide guidelines to the various entities involved in disaster management in the state to discharge their functions more effectively, has formulated the Puntland Disaster Management Policy (**PDMP**). This policy is intended to provide the parameters for the subsequent development of detailed action plans, procedures and protocols to address DRR needs in the various sectors and scenarios present in Seychelles. The Policy is to be reviewed as circumstances may require but regardless not less than every 3 years.

EXECUTIVE SUMMARY

In recent years, the Puntland has been experiencing quite a significant number of disaster events of both natural and anthropogenic origins. These disasters are related to drought, floods, locust invasions, environmental degradation and epidemics. The recurrence of disaster events and the increasing concerns about disaster impacts have attracted a lot of attention from both government and development partners not the least because the risk ramification for vulnerable groups within the society and infrastructure is enormous. Hence the urgent need to design a policy that would outline the development of standard instruments for disaster prevention and preparedness as well as organizational mechanisms for plan implementation. The underlying assumption is that disaster prevention and preparedness are crucial entry points for disaster risk reduction.

It is becoming increasingly apparent that investment in disaster prevention saves expenditure in managing disasters. It is therefore important to make the case to decision-makers about the benefits of preventive action and the need to mainstream such actions into development programs. The policy is therefore underpinned by a comprehensive disaster management approach that seeks to achieve the right balance of prevention, preparedness, mitigation and response.

The overall objective of the policy is to build safe and resilient communities by enhancing the use of and access to knowledge and information in disaster prevention and management at all levels of society. To this end, the Policy will:

- a) Promote the incorporation of disaster prevention and management education in both the formal and non formal educational systems. This emphasis entails a two-pronged approach that stresses, on the one hand, broad opportunities for knowledge and information that enhances public awareness of disaster risk reduction, and on the other aspect, sound disaster risk reduction judgment at all levels.
- b) Pay particular attention to the gender dimension of disaster management. There is a great preventive value in initiatives that focus on women, not only are they the main victims of disasters, but they contribute immensely to community stability and vitality.
- c) Make a case for a culture of prevention to be taught in schools, emphasized by the media and vigorously pursued by disaster management agencies.
- d) Promote the incorporation of indigenous knowledge into Early Warning systems and disaster response initiatives.

The Policy is divided into six main sections outlining main areas for intervention and institutional structures and agencies needed for disaster interventions. The Policy also identifies key responsibilities and possible financing options as well as simplified Monitoring and Evaluation framework.

SECTION I: INTRODUCTION

1.1 BACKGROUND

The Puntland State is geographically located in the eastern portion of Somalia. It borders with Somaliland in the northwest, Gulf of Aden in the north, Indian Ocean in the southeast, Central Somalia in the south and Ethiopia in the west. The total area of Puntland is 212,510 square kilometers (roughly one-third of Somalia's geographical area) with a population estimated at 3.9 million. The Puntland is part of the arid Sahel Zone.

The realization that environmental threats could result in serious socioeconomic and human costs has refocused the disaster management agenda on some critical challenges relating to disaster risks reduction. Some of these challenges are in essence development challenges, especially when many of these threats that confront the international community emanate largely from failures of development.

At the UN, a series of policy documents and reforms underpinned the new disaster management agenda: ISDR 2002 publication entitled *Living with Risk: A Global review of disaster reduction initiatives*. Prior to this publication, the UN General Assembly declared 1990-1999 the international decade for national disaster reduction and in 2000, the UN General Assembly founded the ISDR (International Strategy for Disaster Reduction), a coalition of governments, UN agencies, regional organizations and civil society organizations. In 2005, a major reform within the UN system resulted in some UN agencies, in particular the UNDP, becoming increasingly concerned about disaster risk issues by actively engaging in enhancing disaster risk programmes at country level. The road map towards the implementation of the United Nations Millennium Declaration touches on areas which are closely linked to vulnerability to natural hazards such as ensuring environmental stability, the eradication of extreme poverty and hunger and promoting gender equality.

In Tandem with developments at the UN, several Governments and NGOs championed issues of disaster reduction. During the world conference on disaster reduction held in Kobe, Hyogo, Japan, world Governments agreed on the Hyogo Framework for Action 2005-2015 which was formulated as a comprehensive, action-oriented response to international concern about disaster impacts on communities and national development. For its part, the World Bank launched the Pro Vention Consortium in 2000, which works towards a more effective public-private dialogue on disaster risk.

One of the major obstacles to effective disaster management policies in the past has been a dominant approach that justifies disaster response. The debate is now moving from the idea of a basic diagnosis of relief operation to a more proactive strategy of disaster prevention. This shift in focus in recent years from disaster response to disaster prevention and disaster risk reduction is largely motivated by the high toll of disasters both in terms of human sufferings and the loss of economic assets. Yet prevailing policy responses of both Governments and the international community is to treat disaster as a series of unexpected events whose remedy lies in the provision of humanitarian relief. This, in essence is what is normally called 'crisis survival' as the aim is to

minimize short-term suffering. What is needed is ‘a well-resourced and prepared response system with a focus on national and local capacity’.

This Policy Paper emphasizes that any successful mechanism for disaster prevention must be multifaceted and designed for the long-term. The capacity to anticipate and analyze possible disaster threats is a prerequisite for prudent decision-making and effective action. Yet even practical early warning will not ensure successful preventive action unless there is a fundamental change of attitude towards disaster perceptions. An integrated approach that brings together the efforts of the Government, UN agencies, NGOs, donors and local communities is probably the most viable disaster management strategy.

1.2 CONCEPTUAL FRAMEWORK

A disaster is “*an event that is associated with the impact of a human-induced, natural hazard or a complex emergency which causes a serious disruption in the functioning of a community or society, causing widespread human, material or environmental losses which exceed the ability of the affected community or society to cope using only its own resources*”. A disaster is declared when its management goes beyond the capacity of a local community or one single government agency, and requires the intervention and co-ordination of the state in order to mobilize resources at a national and sometimes international level.

A disaster occurs when a hazard affects vulnerable human beings and their welfare. The severity of a disaster is thus closely linked to the level of vulnerability of the affected population and also depends on the population's resilience (capacity to withstand the shocks of a disaster impact and/or recover from it). The capacity to withstand the effects of a disaster is greatly influenced by the population's prevailing socio-economic conditions or asset portfolios. High vulnerability to disasters is, therefore, a function of poverty, political and other socio-economic conditions in a given “environment”.

In understanding the economic impact of a disaster, the key elements are disruption of normal functions and inability to cope using available resources within the affected community. Hazards translate into disasters when they interface with vulnerable people or environment.

In general, disasters only happen to people who are put at risk as a result of their vulnerability which is generated by differences in wealth and control over resources and power. Political and economic factors play an important role in the causation of disasters. It therefore follows that effective management of hazards and vulnerable populations including the environment can best be achieved by changing the prevailing social, economic and political contexts. Consideration of these factors is critical in a proactive approach to disaster management. This should be at every link of the chain of preparedness, response, mitigation, restoration and prevention as shown in the disaster management cycle.



Due to the social consequences of disasters, and the fact that the effects tend to be gender selective, the disaster management cycle should incorporate strong gender considerations.

Hazards have different effects on different communities, sectors of the economy and types of infrastructure or any vulnerable “environment”. Therefore, the degree and nature of vulnerability of people, buildings, roads, bridges, communication systems and other elements is different for each hazard risk.

1.3 NEED FOR A POLICY

In view of the common disaster threats experienced in Puntland, the Government has been making efforts to create some response mechanism to deal with these threats.

Following the Tsunami disaster and droughts that affected large segments of the population, and the major relief operations that followed, the Puntland Cabinet formed an ad-hoc committee which was responsible for managing different aspects of response to disasters. Despite attempts at coordination, the ministries tended to operate their own elements or response in isolation. This led to unnecessary overlaps, wastage of resources and bureaucratic delays.

As a result of the fragmented disaster framework that existed, it became necessary to create the Humanitarian Affairs and Disaster Management Agency (HADMA) within the Office of President in 2005. This means, the mandate for overall disaster management and co-ordination was vested in the Puntland President.

The formulation of this policy is intended to deal with weaknesses identified in the Puntland disaster management regime especially:

- i. Lack of a disaster management policy that leads to an ad-hoc management of crisis situations.
- ii. Lack of a legislative framework that gives legal authority to the operations of the disaster management system;
- iii. Vulnerability to subjective political influence which threatens credibility of programs and sometimes complicates implementation of programs;
- iv. Coordination which was inadequate, and hence posed a substantial risk of costly duplication of efforts among key players.
- v. Lack of reliable information about hazards, risks, vulnerabilities and resources;
- vi. Absence of an agreed upon legal authority on HADMA responsible for disaster management and mitigation negatively affected the timely and effective response to emergencies.

SECTION II: PUNTLAND DISASTER MANAGEMENT POLICY

2.1 CHARACTERISTICS OF EFFECTIVE DISASTER MANAGEMENT

2.1.1 Strong and Definitive Lines of Command: The organizational structure should clearly delineate lines of authority and responsibility for all phases of a disaster operation. Specific lines of command in emergency management are especially important considering the fact that a number of governmental agencies and development partners may be involved in the disaster situation.

2.1.2 Disaster Management Procedures: The emergency management functions must be part of the day-to-day operations of the government; that is, emergency planning should be in the routine activities and not something that is “taken off the shelf” when a disaster occurs.

- 2.1.3 All Hazard Approach:** Government emergency management structure (and detailed plans) should be designed to deal with all types of disasters which are most likely to occur, so as to have an emergency management capability which both meets anticipated needs and attracts strong participation and support from the general public.
- 2.1.4 Motivation Provided for Involvement:** Government should include motivation for participation in the emergency management program. Such motivation can apply to both individuals and organizations, and can consist of recognition, promotion, acknowledgement of capability, etc.
- 2.1.5 Strong Coordination among Participating Agencies:** Emergency management is a collective responsibility, not just a government duty. It is necessary for the organizational structure to clearly identify those individuals (or organizations) that have the responsibility to coordinate (rather than command) resources which are outside of the direct control of the local government.
- 2.1.6 Internal Alerting Procedures:** The emergency management organization should provide for the alerting of key officials and personnel in times of disaster, including during non-duty hours, and when the public telephone system is not operational.
- 2.1.7 Ability to Alert the Public Maximized:** A public alerting function should be included within the government emergency management organizational structure. This alerting function should be operational for all types of natural and manmade disasters faced by a community. Furthermore, provisions should exist to alert all segments of the community, e.g., those with disability and non-Somali speaking residents.

2.2 KEY ELEMENTS OF THE POLICY

- 2.2.1** The Puntland President will have the prerogative to define the occurrence of a disaster and define the boundaries of the disaster-affected site by issuing a “disaster declaration”. The declaration can be made on the recommendation of the Humanitarian Affairs and Disaster Management Agency (**HADMA**).
- 2.2.2** The formation of Puntland Disaster Management Council (**PDMC**) under the Chairmanship of the Government President or his designate serves effectively the purpose of overall management of disasters in the State.
- 2.2.3** The HADMA as the Nodal Agency for management of disasters along with relevant Government authorities will be responsible for implementing all the required activities throughout the disaster management cycle.

- 2.2.4** The HADMA and local authorities (Governor/Mayors) will be provided special powers to deal with emergency situations created by disasters. The Central Government will simplify procedures to mobilize resources in the emergency situations
- 2.2.5** Strong links will be established between the nodal agency, Government Ministries, local authorities, development partners, public sector, CSOs, private sector, community groups and other stakeholders to share knowledge, establish coordination mechanisms and augment capacity of all the stakeholders,

2.3 POLICY VISION

To build a safe and disaster resilient Puntland by developing a holistic, proactive, multi-disaster oriented and community driven strategy through a culture of prevention, mitigation, preparedness and response.

2.4 POLICY GOAL

The overall goal is to build safe and resilient communities by enhancing the use of and access to knowledge and information in disaster prevention and management at all levels of society.

2.5 POLICY OBJECTIVES

- 2.5.1** Promote a culture of prevention, preparedness and resilience at all levels through knowledge, innovation and environmental sustainability.
- 2.5.2** Mainstream disaster risk strategies into sustainable development policies and planning.
- 2.5.3** Establish institutional and legal frameworks to create an enabling regulatory environment and a compliance regime.
- 2.5.4** Develop contemporary forecasting and early warning systems backed by responsive and fail-safe communication with information technology support.
- 2.5.5** Ensure efficient response and relief with a caring approach towards the needs of the vulnerable sections of the society.

2.6 POLICY PRINCIPLES

A multidisciplinary approach has to be adopted for disaster management as it is the responsibility of all sectors, all organizations and all agencies that may be potentially affected by a disaster. The policy principles are designed to provide guidance during all phases of disaster management and are consistent with internationally accepted best practices.

- 2.6.1 Integrating Disaster Management into Development Planning:** The objectives of the DM policy shall be incorporated in the overall goals of economic and social development of the State. Therefore, the state's development strategy shall explicitly address disaster management as an integral part of medium and long-term planning.
- 2.6.2 Effective Inter-agency Cooperation and Coordination:** The focus will be on establishing response mechanisms that are quick, coordinated and involving the participation of all stakeholders including those affected by the disaster.
- 2.6.3 Capacity Building:** It would not be possible to manage disasters utilizing the services of only a few stakeholders. The Government recognizes the need to strengthen the capacities of NGOs, the private sector and local communities to become resilient to and cope with disasters while also undertaking the capacity building of government machinery to improve the management of disasters. It is necessary to ensure that vulnerable groups like woman, children, aged persons the sick and the infirm, IDPs, below poverty line populations etc. are aware of their vulnerability to disaster in order to reduce the impact of disasters on them.
- 2.6.4 Autonomy and Equity:** Disasters are tragic events whose impact is felt across socio-economic boundaries. Consequently, any DM effort should be neutral and non-discriminatory. To that extent, it is necessary that the DM institutions possess the autonomy to make decisions in a fair, scientific and systematic manner. Disaster assistance and relief must be provided without any discrimination on the basis of caste, clan, creed, religion, community or sex.
- 2.6.5 Legal Sanction:** The institutions/ individuals responsible for implementing disaster-management activities must have the necessary legal sanction and validity with requisite powers for managing emergency situations. This is necessary to ensure that they are recognized by all stakeholders as the legitimate policy making and/ or implementation authorities.
- 2.6.6 Financial Sustainability:** PDMP advocates allocation of funds to ensure the long term sustainability of disaster management efforts in Puntland.

2.6.7 Cost Sharing and Cost Recovery: It is not possible for the Puntland Government to bear all the costs of disasters on a sustainable basis, or provide rehabilitation on a long-term basis. The long-term approach is to move towards spreading the disaster costs through various risk transfer mechanisms.

2.6.8 Develop, Share and Disseminate Knowledge: An institute dedicated to conducting research, development and training activities related to disaster management, shall be set up in the state. This institute would aid in the sharing and dissemination of specialized knowledge related to disaster management among various implementation agencies, NGOs, private sector and the community in the state. Also, basic concepts related to disaster management and the role of the community therein shall be included in schools, colleges and teachers' training syllabi.

2.7 CODE OF ETHICS

2.7.1 Humanitarian imperative: The right to receive humanitarian assistance, and to offer it, is a fundamental humanitarian principle which should be enjoyed by all citizens in Puntland.

2.7.2 Relief Equity: Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone.

2.7.3 Observe basic rights of beneficiaries: People possess basic rights that are to be observed, respected and followed when undertaking Community Based Disaster Risk Management (CBDRM). These include rights to:

- Safety,
- Be listened to,
- Be consulted over any issue that may affect their well-being or future,
- Receive appropriate assistance following disaster impact.

2.7.4 Share risk information: Any person or organization undertaking local risk assessment and discovering that a given community is 'at risk', has an ethical responsibility to share this potentially life preserving information with the individuals, families and communities in question.

2.7.5 Share assessment data: Groups collecting post-disaster damage, needs and capacity assessments will share such information with other stakeholders including the governments to avoid multiple questioning of affected communities and duplication

in responding to needs. This principle grows from a concern to respect the dignity of beneficiaries of assistance.

2.7.6 Collaborate rather than compete: Given a common overriding desire to serve the needs of the poor and vulnerable, there is an ethical demand for all organizations undertaking CBDRM to agree to collaborate with each other and local governments, rather than compete with them. This concern is expressed by:

- Avoiding competition to secure funds or projects,
- Avoiding poaching staff from the local government or adjacent agencies
- Using accurate images and data in publicity for fund-raising
- Sharing information among all stakeholders
- Accepting government coordination of their work
- Providing mutual support to assisting bodies

SECTION III: APPROACH and STRATEGY

3.1 DISASTER MANAGEMENT

Disaster Management will have an integrated approach covering the 3 phases of disaster:

I. Pre-disaster Phase

II. Disaster Phase and

III. Post-disaster Phase.

Coordinated efforts of some or all the following stakeholders would be required for effective disaster management:

- a.** Puntland Disaster Management Council (**PDMC**)
- b.** Humanitarian Affairs and Disaster Management Agency (**HADMA**)
- c.** Community affected/ vulnerable to disasters
- d.** Volunteer based organizations such as ICRC, SRCS etc.
- e.** Development partners
- f.** Local Authorities

- g. Civil Society Organizations
- h. Public Sector Organizations
- i. Private Sector Organizations

HADMA will play the coordinating role in all disaster phases. The other stakeholders will play their assigned roles during any or all the three phases.

3.2 KEY ACTIVITIES IN THE PRE-DISASTER PHASE

- 3.2.1 Planning for Disaster Management:** A State Disaster Management Act shall be enacted to promote disaster management, based on multi-disciplinary, inter-ministerial, intersectoral and unified command approach at all levels. The Puntland Disaster Management Act (**to be drafted**) will give statutory backing to some of the essential functions and agencies; define their roles, duties and responsibilities in all the three stages. The Puntland Relief Code (**to be drafted**) will be a part of the overall State Disaster Management Plan and along with other aspects, reviewed at regular intervals to ensure that it adequately meets the requirements of the changing conditions and needs of the people.
- 3.2.2 Trigger Mechanism:** A trigger mechanism will be put in place, which would ensure warning dissemination, quick/ advance mobilization of human and other resources, prompt evacuation and rescue operations as well as steps for recovery and reconstruction. To test the trigger mechanism, regular mock drills at all levels will be institutionalized.
- 3.2.3 Risk Assessment and Vulnerability Reduction:** A systematic risk assessment for different types of disasters will be undertaken and coordinated by the HADMA. Attention will be paid to the special needs of the vulnerable sections, which comprise the old, the infirm, the physically and mentally challenged, women, children, and other disadvantaged groups. Special attention will also be given to highly vulnerable and remote areas.
- 3.2.4 Role of District Councils:** Being closest to the people, the role of the local government institutions assumes greater importance in disaster management. They will be the first responders in emergencies. Emphasis will be given to strengthen and empower these institutions and their functionaries, to effectively discharge their functions.

- 3.2.5 Coordination:** All agencies at the State and District levels will inform the HADMA officials before the commencement of any new disaster related activities and submit necessary reports requested for or published by the agency. This will help in minimizing overlap and duplication of efforts and improve coordination. Database on activities of agencies will be developed, periodically updated and disseminated.
- 3.2.6 Communication System:** Constant endeavor will be made to make the communication systems linking the State and Districts as fail- safe as possible. Communication facilities in remote areas will receive special consideration. Simultaneously, alternative standby systems of communication will be put in place in order to ensure that there is no breakdown of communication during extreme events. Application of Information Communication Technology (ICT) in early warning systems, evacuation planning & execution, and rapid damage assessment will be promoted.
- 3.2.7 Inventory of Resources:** A detailed inventory of resources, both human and material, available with all stakeholders required for emergency management functions will be prepared at the State and District levels. The inventory will also provide information on the expertise of individuals/ groups and utility of the materials/ equipment. The inventory updated periodically will be shared with each other.
- 3.2.8 Strengthening of Infrastructure:** Concerted efforts will be made to strengthen roads, bridges, embankments, canals, public & community buildings, power stations & distribution networks and other critical infrastructure in the State with a view to making those disaster resistant. All new public infrastructure and housing, whether in public sector or private, will be constructed incorporating measures which would make those resistant to possible disasters. Adoption of disaster proofing measures will be mandatory and enforced by the concerned authorities. Efforts will be made to halt and discourage encroachment in identified vulnerable and environmentally fragile areas.
- 3.2.9 Emergency Operation Centre:** A State level control room will be established and suitably equipped. In addition, District control rooms must be established and strengthened.
- 3.2.10 Environmental Protection:** One of the most important components of Disaster mitigation is protection of the ecosystem. Efforts will be made to preserve and protect these systems with people's cooperation. For example, the mangroves in the coastal area, which play a very important role in reducing the impact of cyclones and storms will be protected and restored. Similarly, coastal shelterbelts will be planted, maintained and replenished where necessary. The Government will promote

conservation and restoration measures, especially with involvement and participation of the communities dependent on such environmental niches. In drought prone areas, watershed management and improvement of the vegetative cover will be given due priority. Emphasis will be given on promoting better sewerage and waste management systems in the urban areas.

3.2.11 Knowledge Management: The experience from previous disaster situations can provide valuable insights in managing disasters. HADMA shall develop systems and processes that enable knowledge management by capturing, storing and effectively utilizing information related to previous experience in disaster management.

3.3 KEY ACTIVITIES DURING THE RESPONSE PHASE

3.3.1 Objective of Relief: Relief activities will be designed to address the immediate needs of victims with special emphasis on the vulnerable. The HADMA will ensure equity and fairness in relief distribution and avoidance of overlapping of efforts by various agencies.

3.3.2 Relief Personnel: A database of trained personnel will be developed, updated and disseminated to concerned emergency management agencies.

3.3.3 Food & Shelter: Immediate need of food, including those for infants, potable drinking water and temporary shelter will be addressed at the earliest.

3.3.4 Health and Sanitation: All efforts including disinfection of contaminated water sources will be made to prevent outbreak of epidemic. The overall responsibility will vest with MOH. Support from NGOs and UN organizations may be solicited. Special needs of women will be adequately addressed.

3.3.5 Trauma Counseling: Steps will be taken by Government and the Civil Society to counsel those who suffer from post-disaster trauma, especially women and children.

3.3.6 Security: Adequate arrangements will be made to provide security for smooth movement of relief materials. Security will also be provided in the relief camps. Cooperation of persons enjoying social esteem and local trained volunteers will be solicited.

3.3.7 Information Sharing: To ensure dissemination of information and to prevent spread of disinformation and rumors the HADMA will release bulletins and brief the Press from time to time keeping Government informed. The affected community will be provided with correct information for preventing panic.

3.3.8 Rapid Damage Assessment: The district administration, international organizations and the concerned ministries will make quick damage assessment even when the relief operations are going on. HADMA will coordinate this exercise.

3.3.9 Early Transition to Rehabilitation: In order that human dignity is not compromised, efforts must be made to ensure a smooth and quick transition from Relief to Rehabilitation phase.

3.4 KEY ACTIVITIES IN THE RECOVERY AND REHABILITATION PHASE

3.4.1 Detailed Damage Assessment: A detailed and objective damage assessment will be done in the affected area in order to size up and prioritize restoration, reconstruction and rehabilitation measures within the shortest possible time. Respective ministries will undertake detailed sectoral damage assessment on priority basis and complete the same within two months of the event at the latest. Guidelines in this regard will be formulated by the HADMA with approval of the PDMC. In the rehabilitation plan, the special needs of the vulnerable groups and areas prone to repeated disasters will be given priority.

3.4.2 Resource Mobilization: To augment the resources available with the State Government assistance from public and private sectors, multilateral and bilateral agencies, UN organizations, the Civil Society and other charitable organizations will be sought with the approval of the PDMC. Communities and individuals would be encouraged to raise resources necessary for immediate relief within the community itself and to access the District Disaster Management Fund. Coordination system will be put in place at all levels under the aegis of the HADMA, to ensure equitable distribution of resources, avoid duplication of efforts and generate synergy.

3.4.3 Rehabilitation of Orphans and Widows: For the rehabilitation of orphans and widows a community-based approach will be adopted. Institutional rehabilitation will be considered only as an alternative option. The MOWDAFA and PASWE will be the nodal agencies for the rehabilitation of the children who become orphans, and persons who become widows and physically or mentally challenged due to disasters.

3.4.4 Documentation: Documentation of various phases and aspects of disaster management is important for recording valuable experiences and identifying areas where improvements are possible. The HADMA will document various disaster events, highlighting lessons learnt in association with other involved organizations. The HADMA will support consultancy services, research programmes, etc. to

increase the level of understanding and evolving appropriate measures to improve the quality and impact of future disaster management.

SECTION IV: LEGAL & INSTITUTIONAL ARRANGEMENTS

The Government's strategy in the management of disasters in the country is not to create new or additional structures but to ensure optimum utilization of existing resources. Furthermore, since disaster management is multi-faceted and multi-disciplinary it calls for the concerted efforts of people with different professional backgrounds and institutions with expertise in disaster management. The HADMA will have staff posted throughout the country. The organization will set up a mechanism whereby professionals could be called upon to offer technical support and advice.

4.1 PUNTLAND DISASTER MANAGEMENT COUNCIL

A Disaster Management Council shall be established to provide policy guidelines. The Council shall have the power to review and/or amend the policy to meet the emerging needs of the country in all disaster-related matters. H.E. the President shall head the Council and shall chair its meetings, twice in every year (January/July). However during cases of emergencies this committee can meet as often as the situation demands. The composition of the National Disaster Management Council shall include the following:

Ministers of Security, Interior and Local Government, Planning and International Cooperation, Health, Finance, Environment, Public Works and Housing, Livestock, Education, MOWDAFA, HADMA, PASAWEN

4.2 ENACTMENT OF THE PUNTLAND DISASTER MANAGEMENT POLICY

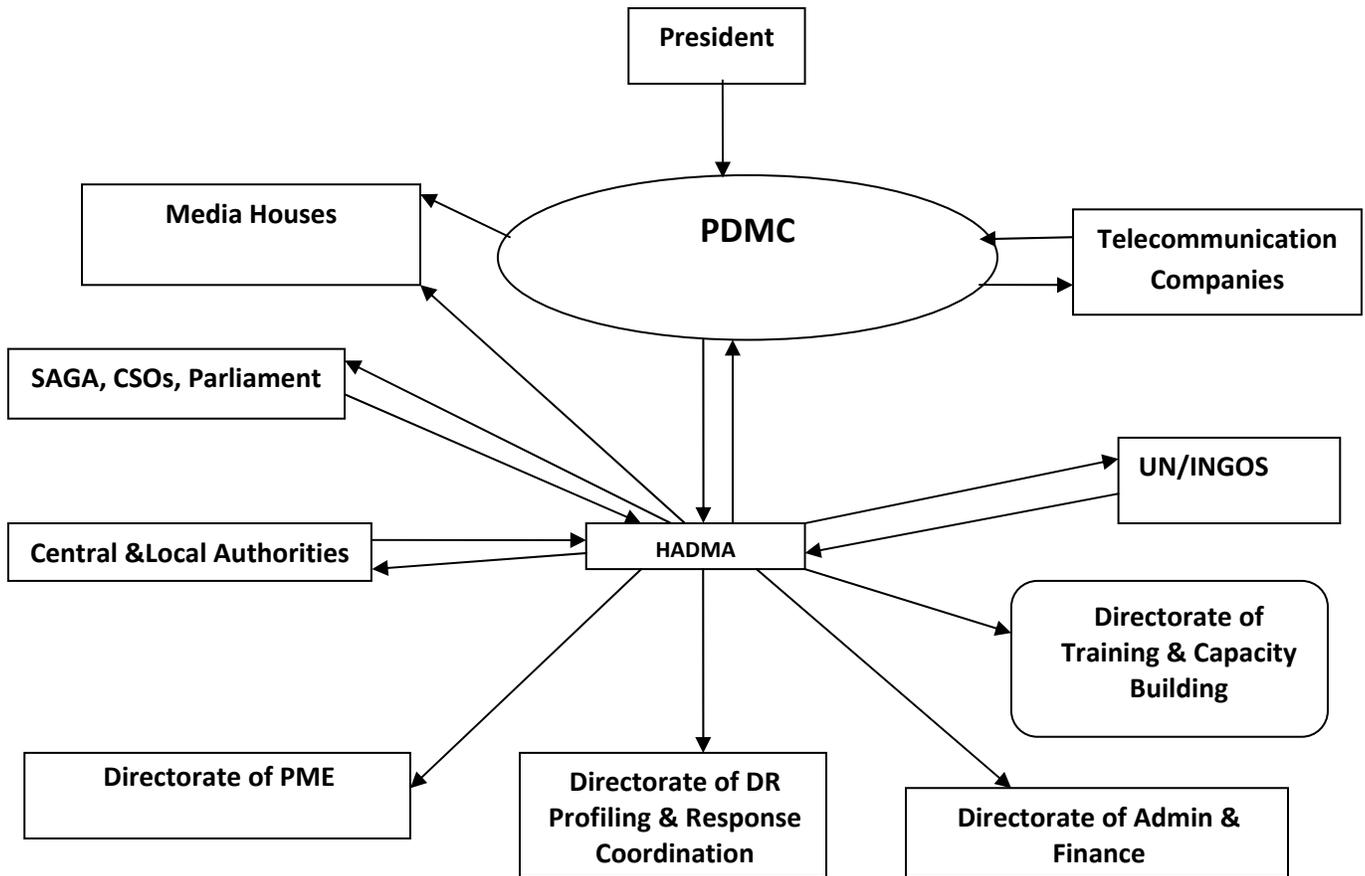
The enactment of this policy will provide the basis for the Institutional and legal framework for Disaster Management in Puntland.

4.3 LEGAL FRAMEWORK

A legal framework will be established through an Act of Parliament with provisions for:-

- i. The establishment of the Puntland Disaster Management Council (PDMC) and all other Disaster Management structures
- ii. The powers, functions and funding of HADMA.
- iii. The activation of disaster management plans to provide immediate assistance to disaster victims even in the absence of a disaster declaration.

4.4 ORGANISATIONAL STRUCTURE



4.4.1 HUMANITARIAN AFFAIRS AND DISASTER MANAGEMENT AGENCY

Through this policy, the HADMA will have the following mandates and responsibilities:

- Implement the day-to-day management of all disaster management activities as stipulated in the policy guidelines and in any other instructions which may be given by the Puntland Disaster Management Council (PDMC) from time to time;
- Establish an effective and efficient National Early Warning / Disaster Monitoring Information System;
- Guide national, regional/district and community level Disaster Management processes that will result in the preparation of Contingency Plans to be updated regularly at all levels;
- With instruction and advice from the PDMC manage the Puntland Disaster Management Funds, yet to be set up, based on the procedures and guidelines provided;
- Through its divisions coordinate the activities of other stakeholders as regards Disaster Management Cycle Activities;
- Encourage and enhance collaboration and partnerships through trust-building and running a credible Disaster Management system among all relevant stakeholders;
- Spearhead fund-raising activities outside the Government for long term development;
- Support capacity-building initiatives for Disaster Management among all relevant stakeholders;
- Document, publish and disseminate all relevant Disaster Management data and information to all stakeholders in and around the country;
- Operate a functional and effective Monitoring & Evaluation system for programming and management activities on Disaster Management.

4.4.2 HADMA DIRECTORATES

HADMA will have four Directorates: Planning and M&E; Disaster Risk Reduction and Response; Training & Capacity Building; Admin & Finance. It will be headed by a Director General appointed by the Head of the Government of Puntland.

i) Directorate of Disaster Risk Reduction and Response

The responsibilities of this Directorate are:

- Regular monitoring, collection, analysis and evaluation of information on the most frequent disasters in the country

- Coordination of all Early Warning System/ Information Service providers in order to harmonize the information available on Disaster Management
- Production of regular Early Warning Disaster Management bulletins and publications
- Maintenance of a database of information and trends on Disaster Management in the country
- Development of hazard maps and disaster risk profiles based on a baseline year; and continue to update this information for future scenario planning in collaboration with other partners and stakeholders
- Promotion of information and experience sharing among stakeholders:
- Carry out strategic disaster-related needs assessments and provide recommendations to stakeholders involved in response initiatives
- Facilitation of the planning and implementation of Disaster Risk Reduction and Response Interventions, based on the Disaster Cycle;
- Tracking the cost of all Disaster Response interventions by all stakeholders, phase by phase, in order to estimate the cost of a particular disaster, and for better judgment of the management costs of each phase.

ii) Directorate of Planning, Monitoring and Evaluation

The responsibilities of this directorate are:

- Monitor, Analyze and Evaluate data at different stages of the disaster
- Undertake impact assessments of all disaster management response interventions;
- Provide information and reports to the data bank and relevant authorities and stakeholders;
- Collate and document lessons and experiences of implementing disaster response interventions by all stakeholders and use these to update data bank and institutional memory;
- Undertake applied research related to disaster management;
- Monitor and undertake applied research on the impacts of Climate Change and Environmental Revolution in relation to Disaster Management;
- Draft strategic and development plans.

iii) Directorate of Training & Capacity Building

The responsibilities of this Directorate are:

- To establish systematically a structured corps of professional and technical disaster management personnel;

- Promote systematic functional education for Disaster Management in formal and public educational systems;
- Promote sensitization and public awareness on Disaster Management in liaison with Government and all stakeholders, including the Media, NGOs, CSOs, CBOs, and development partners;
- To implement appropriate training at all levels for practical, technical Disaster Management through structured courses;
- Undertake periodic audits of the qualifications for DM technical and professional personnel with a view to upgrading and sustaining acceptable and effective standards;
- To promote and uphold the ethos and ethics of the code of conduct for acceptable procedures and operations in DM; and
- To facilitate and eliminate deficiencies in capacity building at all levels, through standardized and officially-approved DM courses and curricula.

iv) Directorate of Administration and Finance

The responsibilities of this directorate are:

- Establish administrative procedures and guidelines for the whole of HADMA;
- Establish financial procedures and guidelines for HADMA;
- Facilitate effective and timely disbursement of funds within all the directorates;
- Facilitate regular audits of staff' skills, human resource requirements, equipment as well as financial in order to enhance effectiveness and efficiency of the organization;
- Together with the PDMC, establish procedures for the management of the funds and financial disbursements to relevant institutions in the disaster-affected areas.

4.4.3 LOCAL AUTHORITIES

The Local Authorities play a coordinating role at the Regional/district levels to ensure that the various Government functionaries in the area effectively carry out the DM activities in all phases. Working closely with Government departments and local bodies, the roles of Local Authorities include:

- Ensuring that prevention, mitigation and preparedness activities are carried out in accordance with the appropriate guidelines;
- Providing inputs to HADMA relating to various aspects of disaster management, including early warnings, status of preparedness etc.;
- Ensuring that relevant officials in the districts possess the knowledge to deal with disaster management issues;

- Developing an appropriate relief implementation strategy for the districts, taking into account the unique circumstances of each district and prevailing gaps in institutional capacity and resources of the district;
- Facilitating and coordinating with local Government bodies to ensure that pre-disaster DM activities in the districts are carried out optimally;
- Facilitating community training, awareness programmes and the installation of emergency facilities with the support of other local authorities, NGOs and the private sector;
- Involving the community in the planning and development process;
- Ensuring appropriate linkage between DM activities and planning activities;
- Revisiting/ reassessing contingency plans related to disaster management;
- Ensuring that proper communications systems are in place, and contingency plans maximize the involvement of local agencies;
- Ensuring that DM related equipment and facilities are routinely maintained and ready to use.

SECTION V: RESOURCE MOBILIZATION and ACCOUNTABILITY

The implementation of an effective disaster management will require adequate and sustainable resources. These include financial, human and material resources including development of infrastructure.

5.1 KEY FUNDS

This policy proposes that there should be at least two funds for disaster management; one at the national level and another at the district level.

These funds are:

I. The Puntland Disaster Management Fund

The Policy proposes establishment of Puntland Disaster Management Fund administered by HADMA in compliance with recommended legal, rules and regulations. This fund will receive contributions from the Ministry of Finance and donations from individuals, the private sector and the civil society as well as development partners for disaster management activities.

This policy proposes 5% of the Government Annual Budget be allocated for disaster management and HADMA activities on disaster risk reduction, preparation and response

II. District Disaster Management Fund

This Policy proposes the establishment of a District Disaster Management Fund in all Districts. The Government will channel funds to these accounts to enhance effective disaster management activities.

This policy proposes that 5% of the district taxations be allocated for the District Disaster Management Fund and any other emergencies

5.2 HUMAN AND NON-HUMAN RESOURCES

Effective inventorying and coordination for Disaster Management in emergencies are inadequate. In order to increase the capacity to respond quickly to disasters, inventories of both human and non-human resources will be kept and maintained at HADMA and district levels in a secure database.

Training-needs assessments will be conducted, to establish the available Disaster Management skills and experiences in the state, with the view to filling the identified gaps. Training of uniformed personnel in disaster response to provide back up during response will also be supported.

The Ministry of Education will be supported to mainstream Disaster Management and Climate Change in training curriculums, in order to create in-depth mass environmental literacy and national capacity building for sustainable Disaster Management.

The non-human inventory will establish the existing equipment and infrastructure where they are located. This will inform decision-making on measures to be taken to address these gaps. The information will also make it easier to move equipment when needed.

5.3 LOGISTICAL ARRANGEMENTS

Because of the lack of adequate equipment and materials to be used in disaster response, all available equipment including that with the uniformed services should be availed in times of emergencies and disaster response.

This policy proposes that a criterion for use of privately owned equipments and machinery in times of disasters be established to ensure that these materials are available when needed.

5.4 INFRASTRUCTURE

This policy proposes that:

- i.** Stockpiles are to be established for food and non-food items at the district level as informed by the disaster profiling.
- ii.** Collaboration with local authorities and the Ministry of Housing and Public Works is to ensure the construction and upgrading of infrastructure development – markets, schools, hospitals, water and roads - for effective response in case of disasters.

5.5 TELECOMMUNICATIONS

Channels will be secured from the Telecommunication Companies to be used in times of disasters for the purposes of ensuring dedicated Communication System for disaster management at various stages. These will only be accessible to authorized personnel.

SECTION VI: Monitoring and Evaluation

Monitoring disaster management issues, particularly the operationalisation and constant monitoring of an early warning system is critical. The general frame wok for monitoring and evaluating the programme is as follows:

I. MONITORING THE DISASTER MANAGEMENT PROGRAMME

- Setting up an early warning system for disasters of different nature (Droughts, floods, fires, cyclones etc.)
 - Development of indicators (early warning signals)
 - Periodic gathering, review and analysis of information
 - Documentation of status and implications
 - Regular feedback to stakeholders
 - Financial planning of responses

- Monitoring systems development and operationalisation
 - Develop/review indicators for each priority area
 - Set up data collection system for management (during disasters) and mitigation of effects (when, who and how)
 - Develop analysis and reporting mechanisms (central, national and regional levels)
 - Set up feedback systems (central, national and regional levels) and develop formats for monthly and quarterly reports
 - Social auditing, investigations, enquiries into disaster events

II: EVALUATION OF THE DISASTER MANAGEMENT PROGRAMME

- **Review/Evaluation of the Early Warning System**
 - Six monthly review of the Early warning system for suitability in providing warning signals; should include review and analysis of global situation and potential implications for the Puntland
 - National and regional (IGAD) review of report and revision of strategies
- **Evaluation of the Disaster management programme**
 - Annual programme review national and regional levels and Annual Report preparation with critical review of issues in the year (revision of programme activities and strategies if needed)
 - Mid-Strategy Evaluation after 30-36 months of implementation
 - End of strategy implementation and policy evaluation (should form the basis for a new strategy)