



**FEDERAL REPUBLIC OF SOMALIA**

# **NATIONAL DISASTER RISK MANAGEMENT POLICY**

**REVISED NATIONAL  
DISASTER RISK  
MANAGEMENT POLICY  
DECEMBER 2020**

## **FOREWARD**

Somalia's disaster profile is dominated by droughts and floods exacerbated by conflicts and political unrest for three decades. This has disrupted people's lives and livelihoods, endangered human and food security, weakened the social protection schemes and destroyed the infrastructure of the country. The increasing intensity and frequency of disasters, in light of climate change, urbanization and environmental degradation retards the stabilization and recovery process of the country. The magnitude of the disasters impact is intensified by our inadequate planning to mitigate and respond timely. It is, therefore, important to address the increasing disaster risks in a holistic way that requires simultaneous action on different fronts for making our nation resilient to disasters.

Disaster Risk Management, together with Social Protection, is considered within the key themes in the Somalia's National Development Plan, a national strategy which ensures that resources are targeted towards priority areas contributing to the attainments of sustainable development through inclusive recovery approach integrating the displaced and returnees into the formal economy.

The development of the National Disaster Risk Management Policy is a major step towards ensuring that disaster risk management is a collective responsibility and is integrated in the development planning by all sectors in the country. This policy presents the institutional structures, roles, responsibilities and key processes required to achieve a coordinated, coherent and consistent management of disaster related issues.

The Somalia Government is committed to ensure implementation of the policy and the development of strong systems for effective disaster preparedness, response, and recovery. The Ministry of Humanitarian Affairs and Disaster Management is established to coordinate the Disaster Risk Management activities across different sectors within a unified policy framework.

We urge all stakeholders in the country to work collaboratively with the government institutions at all levels to ensure that resilience to disasters is built at national, local and community levels.

## **PERFACE**

The National Disaster Risk Management Policy have been developed to provide policy strategies that would achieve the longer term goal of reducing the losses in lives and in the social, economic and environmental assets of Somali people. The policy provides the legislative framework for embedding disaster risk management within appropriate structures of the government to strengthen national capacities for effective disaster preparedness, response, mitigation, prevention and recovery, in order to protect lives and livelihoods, property, environment and the economy at large.

The conceptual need to formulate this comprehensive Disaster Risk Management Policy came to the fore to highlight a set of key priority areas and strategies for making Somalia a nation resilient to disasters particularly among those communities that have been identified as highly vulnerable to disaster risk, loss of life and livelihoods. So this policy emphasizes a pro-active, community-based, developmental and multi-sectorial approach that combines disaster preparedness, prevention and mitigation, and integrates disaster risk management into national development activities.

By developing capacity at Federal, Member State and District levels for timely and effective disaster preparedness and response, Somalia can significantly reduce the extent of damage and economic loss and the number of people affected by disasters. However, this also entails a shift from short term disintegrated planning mechanism to a more integrated common direction to all government, non-governmental institutions, private sector, and development partners at national and local levels to effectively implement a sustainable disaster risk management programmes and activities.

The formulation of this policy evolved through a rigorous and elaborate participatory consultation process. The consultations included various stakeholders among them, government ministries federal member states departments, national and international NGOs, United Nations agencies, private sector, civil society organizations, local leaders, communities and individuals. IGAD provided financial and technical support towards the facilitation of the review of this policy.

I thank all those who had contributed to the development of this policy document. It is my sincere hope that the commitment that all stakeholders showed in developing this policy will continue during its implementation and that all stakeholders in the country will align their activities towards this policy.

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## GLOSSARY OF TERMS

**Adaptation:** In human systems, the process of adjustment to actual or expected climate and its effects, in order to moderate harm or exploit beneficial opportunities. In natural systems, the process of adjustment to actual climate and its effects; human intervention may facilitate adjustment to expected climate.

**Climate Change:** A change in the state of the climate that can be identified (e.g., by using statistical tests) by changes in the mean and/or the variability of its properties and that persists for an extended period, typically decades or longer. Climate change may be due to natural internal processes or external forcings, or to persistent anthropogenic changes in the composition of the atmosphere or in land use

**Climate variability:** Climate variability refers to variations in the mean state and other statistics (such as standard deviations, the occurrence of extremes, etc.) of the climate at all spatial and temporal scales beyond that of individual weather events. Variability may be due to natural internal processes within the climate system (internal variability), or to variations in natural or anthropogenic external forcing (external variability).

**Complex Humanitarian Emergency:** This is a crisis in a country, region or society where there is total or considerable breakdown of authority resulting from internal and/or external conflict(s).

**Contingency Plan:** A specific response /disaster management plan to a (likely) disaster event which has a high probability of occurring, albeit uncertain.

**Coordination (in disasters):** Disaster response usually involves a complex array of multi-disciplinary functions to be brought together, each performing a specialized role. Coordination is about the bringing together of agencies and resources to ensure an effective disaster response. It is primarily concerned with the systematic acquisition and application of resources (organizational, personnel and equipment) in accordance with the requirements imposed by the hazard or impact of an emergency. It operates vertically within agencies as a function of the authority to command, and horizontally across agencies as a function of the authority to control.

**Disaster:** Severe alterations in the normal functioning of a community or a society due to hazardous physical events interacting with vulnerable social conditions, leading to widespread adverse human, material, economic, or environmental effects that require immediate emergency response to satisfy critical human needs and that may require external support for recovery

**Disaster Management:** Social processes for designing, implementing, and evaluating strategies, policies, and measures that promote and improve disaster preparedness, response, and recovery practices at different organizational and societal levels.

**Disaster Risk:** The likelihood over a specified time period of severe alterations in the normal functioning of a community or a society due to hazardous physical events interacting with vulnerable social conditions, leading to widespread adverse human, material, economic, or environmental effects that require immediate emergency response to satisfy critical human needs and that may require external support for recovery.

**Disaster Risk Management:** Processes for designing, implementing, and evaluating strategies, policies, and measures to improve the understanding of disaster risk, foster disaster risk reduction and transfer, and promote continuous improvement in disaster preparedness, response, and recovery practices, with the explicit purpose of increasing human security, well-being, quality of life, and sustainable development.

**Disaster Risk Reduction:** Denotes both a policy goal or objective, and the strategic and instrumental measures employed for anticipating future disaster risk; reducing existing exposure, hazard, or vulnerability; and improving resilience.

**El Nino effect:** A phenomenon of changes in surface temperatures and currents of the Pacific, Atlantic and Indian Oceans, causing much of the yearly variations in rainfall. These changes have proved difficult to predict or understand their causes.

**Emergency Operations Centre:** A facility established to control and coordinates the response and support in the event of an incident or emergency.

**Early warning system:** This is an organised structure for prediction and dissemination of timely and effective information to allow individuals who may be at risk to take action to avoid or reduce their risk and prepare for effective response. The objective of early warning systems is to link the information provision to the response.

**Exposure:** The presence of people, livelihoods, environmental services and resources, infrastructure, or economic, social, or cultural assets in places that could be adversely affected by proximity to a disaster situation.

**Hazard:** An event, substance, human activity or condition that has the *potential to cause* a disaster. Hazards can be natural (e.g. flood, cyclone, tsunami), human-induced (e.g. chemical spill, fire, explosion, war and conflict), biological (e.g. SARS, Bird Flu), or technological in nature (e.g. nuclear generator failure). Hazards are by themselves not disasters.

**Hydro-meteorological Hazard:** Natural phenomena of atmospheric, hydrological or oceanographic nature, which may cause loss of life or injury, property damage, social and economic or environmental degradation such as floods, debris and mud floods and tropical cyclones.

**Lead Agency:** An organisation which, because of its expertise and resources, is primarily responsible for dealing with a particular hazard.

**Post-Disaster Phase:** The period following the emergency phase, during which actions are to be taken to enable victims to resume normal lives and means of livelihood, and to restore infrastructure, services and the economy in a manner appropriate to long-term needs and defined development objectives.

**Preparedness:** Measures that are designed to ensure that communities will have the knowledge and understanding of their risk environment to enable them to better cope with potential hazard impacts.

**Prevention:** Activities or measures undertaken to reduce or eliminate risk.

**Reconstruction:** A range of measures taken after a disaster to re-establish a community, including the construction of permanent housing and other infrastructure, the full restoration of services, and complete resumption of pre-disaster phase whilst seizing the opportunity to undertake disaster risk reduction measures and apply the 'build back better' principle.

**Rehabilitation:** Measures taken after a disaster, aimed at quickly restoring the disaster affected population's living conditions through the repair and re-establishment of vital services interrupted by disaster.

**Recovery:** Measures that are designed to develop the systems required to support affected communities in reconstruction of their physical infrastructure and restoration of their emotional, economic and physical well-being. Recovery encompasses both rehabilitation and reconstruction, and may include the continuation of certain relief (welfare) measures in favour of particular disadvantaged, vulnerable groups.

**Relief:** All assistance of short-term nature to alleviate suffering. Includes money, food, medicine, shelter, clothes or any other public or private assistance provided to people and communities to overcome the effects of a disaster event.

**Resilience:** The ability of a system and its component parts to anticipate, absorb, accommodate, or recover from the effects of a hazardous event in a timely and efficient manner, including through ensuring the preservation, restoration, or improvement of its essential basic structures and functions.

**Risk:** The probability of harmful consequences, or expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interaction between natural or human induced hazards which create vulnerable conditions.

**Vulnerability:** The propensity or predisposition to be adversely affected.

ABBREVIATIONS

|          |  |
|----------|--|
| CBDRM    | Community Based Disaster Risk Management                 |
| DM       | Disaster Management                                      |
| DMA      | Disaster Management Agency                               |
| DMC      | Disaster Management Committee                            |
| DDMT     | Disaster Management Team                                 |
| DRM      | Disaster Risk Management                                 |
| DRR      | Disaster Risk Reduction                                  |
| EOC      | Emergency Operation Centre                               |
| FAO      | Food and Agriculture Organisation                        |
| FEWS Net | Famine Early Warning Systems Network                     |
| FGS      | Federal Government of Somalia                            |
| FSNAU    | Food Security and Nutrition Unit                         |
| HC       | Humanitarian Coordinator                                 |
| ICS      | Incident Command System                                  |
| IPCC     | Intergovernmental Panel on Climate Change                |
| IDP      | Internally Displaced Person                              |
| IDRR     | International Day for Disaster Reduction                 |
| IGAD     | Inter-Governmental Authority of Development              |
| MoHADM   | Ministry of Humanitarian Affairs and Disaster Management |
| MTR      | Mid Term Review  |
| NDRMC    | National Disaster Risk Management Council                |
| SDRMCG   | Somalia Disaster Risk Management Coordination Group      |
| NAPA     | National Adaptation Plan of Action                       |
| NDMF     | National Disaster Management Fund                        |
| NEOC     | National Emergency Operations Centre                     |
| NGO      | Non-Governmental Organisation                            |
| OCHA     | Office for the Coordination of Humanitarian Affairs      |
| OI       | Officer In-charge  |
| SDG      | Sustainable Development Goals                            |
| SFDRR    | Sendai Framework on Disaster Risk Reduction              |
| SNDMP    | Somalia National Disaster Management Policy              |
| SNDP     | Somalia National Development Plan                        |
| SODMA    | Somalia Disaster Management Agency                       |
| SOP      | Standard Operating Procedure                             |
| SRCS     | Somalia Red Crescent Society                             |
| SWALIM   | Somalia Water and Land Information Management            |
| UN       | United Nations   |
| WHO      | World Health Organisation                                |

## CHAPTER 1: INTRODUCTION

### 1.1 Preamble

1. Since 2012, with the establishment of the Federal Government of Somalia (FGS), the country has been moving towards building its all-round capacity to provide effective governance across the country. The Somalia Disaster Management Agency (SODMA) was created in 2011 by the Prime Minister of the then Transitional Federal Government (TFG) during the famine of 2010-2011 to manage all disaster issues within the country, and to come up with short and long term strategies to prevent, respond to, and manage disasters facing the country. The SODMA was created by the Federal Government of Somalia (FGS) under Law<sup>1</sup> No. 17 of 27/6/2016 (hereinafter referred to as “The Law”) with the explicit purpose of delivering and protecting the Somali people and their properties against disasters in the country and to save them from the vulnerabilities.
2. The Law envisages that the disaster management agency would prepare for the protection or mitigation of all disasters that happen in the country and tackle them in real time, for which the latter may help establish centers and places in districts and regions in the country which are disaster-prone, and ensure that there is a coherent national policy on disaster risk management in the country which guides all disaster management relate work.
3. Since Somalia has adopted a federal structure for the Republic, with Federal Government in Mogadishu and Member States in the regions, effective disaster risk management required strong leadership at State and local levels, assisted by equally strong leadership from the Federal Government. Ideally, all Member States ought to have good governance and institutional capacity to prepare for and manage disasters of all kinds that affect their regions, with the Federal Government providing a coherent framework, coordination and support to mobilise appropriate resources in the process. Some of the Member States already have established their disaster risk management institutions of their own to enable effective disaster risk management within their States.
4. In March 2017, the Prime Minister appointed a Federal Minister for Humanitarian Affairs and Disaster Management (MoHADMD) to strengthen the work of the disaster management agency and co-ordinate the activities of government agencies at Federal and State level and ensure that adequate measures are taken by government agencies at all levels to mitigate, prepare for and respond to disasters and assist in the recovery from the effects of disasters. The Law also enjoins the disaster management agency to develop a comprehensive policy for disaster management to create an enabling framework for the establishment of a comprehensive disaster management system for the entire country.
5. In early 2017, the Somalia Government held a serious of national consultations during which a National Disaster Risk Management Policy for the country was prepared and validated by the relevant government ministries and other representatives from the local government, UN agencies, donors and key stakeholders including civil society and local community. The policy was adopted by the council of Somalia Cabinet unanimously. As highlighted in the Somalia Disaster Management Policy, the goal of the policy is to provide broad directions for a comprehensive framework for disaster management in the country that promotes risk management culture to reduce vulnerability among populations at risk, and includes measures toward disaster prevention, mitigation, preparedness, response, recovery and reconstruction in a way that strengthens linkages between disaster risk management, resilience and sustainable development. The aspiration underpinning the goal comes from the global commitment the FGS made as signatory to the Sendai framework.
6. The disaster management system that is being developed comprises a range of instruments including DRR measures and establishment of the center of the emergency and disaster management. In the long term, it also aims to provide a range of support across different other spectrums. In line with the fragility of Somalia, where systems of governance and technical and financial capacities will take time to develop, in

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<sup>1</sup> The Federal Republic of Somalia (2016). The Law on the Establishment of the Disaster Management Agency, Law No. 17 of 27/6/2016



the short to medium term the policy prioritizes development of Early warning system, national disaster management plans, improvement of vulnerability and risk assessment capacity; establishing functioning communication infrastructure and general capacity related to forecasting. The operational processes, systems, institutions, and capacities upon which these programmes are based will also be systematically developed.

7. To operationalize the policy, the Ministry of Humanitarian Affairs and Disaster Management is aligning the policy objectives and targets with the Sendia Framework for Disaster Risk Reduction 2015-2030, the African Union Programme of Action for the Implementation of the Sendai Framework in Africa and the IGAD Regional Strategy for Disaster Risk Management.

### 1.2 Purpose of the comprehensive disaster risk management policy

8. The purpose of the Somalia National Disaster Risk Management Policy (or ‘disaster risk management policy’, in short) is to provide a legislative framework for embedding disaster risk management (DRM) and disaster risk reduction (DRR) within appropriate structures of the government(s)<sup>2</sup> and thereby strengthen national capacities for effective disaster preparedness, response, mitigation, prevention, recovery and resilience, in order to protect lives and livelihoods, property, environment and the economy at large. By developing capacity at Federal, Member State and *District* levels for timely and effective disaster preparedness and response, Somalia can significantly reduce the number of deaths, extent of damage and economic loss and the number of people affected by disasters.
9. **The specific objectives of the DRM policy are:**
  - a. To guide and clearly identify responsibilities for various aspects of disaster risk management at all levels of government;
  - b. To facilitate mainstreaming of disaster risk management into planning and delivery processes within the FGS at all levels;
  - c. To promote measures and establish mechanism to prevent or reduce disasters emanating from natural or man-made hazards in the country;
  - d. To develop an effective system for mapping disaster risks, vulnerability to disaster risks and conducting comprehensive disaster risk assessments and monitoring at all levels;
  - e. To develop an integrated and effective early warning system that is comprehensive and effective;
  - f. To promote a culture of safety and resilience to disasters communities;
  - g. To assess and address underlying risk factors;
  - h. To strengthen the disaster preparedness system for effective response and recovery at all levels;
  - i. To provide a framework for coordination and management of disaster risks in the country.

### 1.3 Disaster risks in Somalia

#### 1.3.1 Complex national context

10. The humanitarian crisis in Somalia is among the most complex protracted emergencies in the world.<sup>3</sup> Somalia is highly vulnerable to disasters – the country ranks 15<sup>th</sup> on the DFID list among the developing countries at high disaster risk.<sup>4</sup> The 2011 drought resulted in 260,000 deaths in Somalia.<sup>5</sup> In 2017 another devastating drought ravages the country that has left more than 6 million people, or half the country's population vulnerable to food insecurity.<sup>6</sup>
11. According to the World Bank’s Natural Hotspots Study, 43% of Somalia’s land area is exposed to flooding

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<sup>2</sup> In this document, ‘government(s)’ refers to the Federal Government as well as Member State and Municipal governments. Whenever, a specific reference is made only to the Federal Government at the center, the first letter in ‘Government’ is capitalised.

<sup>3</sup> United Nations Development Programme (2015): Somalia PROJECT DOCUMENT - Project Title: Enhancing Climate Resilience of the Vulnerable Communities and Ecosystems in Somalia. p13

<sup>4</sup> OCHA (2015). Humanitarian Response Plan - Somalia, 2016. November 2015.

<sup>5</sup> Daniel Maxwell, Nisar Majid, Heather Stobaugh, Jeeyon Janet Kim, Jacqueline Lauer, Eliza Paul (2014). Lessons Learned from the Somalia Famine and the Greater Horn of Africa Crisis 2011–2012. Desk Review of Literature, Tufts University

<sup>6</sup> OCHA Humanitarian Situation in Somalia (Feb 2017)

and drought which expose 54% of the population to extreme weather and natural risks. Chronic poverty, vulnerability and exposure to multiple hazards, combined with weak governance in the country mean that Somalia is susceptible to frequent disasters. More than 73 per cent of the population live below the poverty line (\$1.25 per day); one out of 18 women dies during childbirth; more than 3 million school aged children are out of school; large portion of the population and especially the displaced community have no access to safe water and basic sanitation.<sup>7</sup> Somalia is one of the top ten countries with the highest prevalence of malnutrition in the world. Malnutrition rates across the country remain very high and, in 2019, nearly 1 million children were acutely malnourished, including more than 177,000 children suffering from severe acute malnutrition.<sup>8</sup>

12. Policies and protocols to deal with disasters and vulnerability are almost non-existent as state apparatus is only just beginning to evolve. This is where the role of the Government ought to come in – in developing a framework that ensures that disasters are recognised as deep rooted and longer-term problems that must be planned for, with consequences that can be reduced and mitigated when appropriate measures are taken.
13. Somalia has one of the largest internally displaced population (IDP) in the world, with an estimated 2.6 million IDPs. While over 1.1 million of these people remain internally displaced for protracted periods of time, with little access to basic services and livelihood, the country continues to register new displacements as a result of armed conflict and cyclical natural disasters.<sup>9</sup> The military operations in 2015 led to the displacement of over 42,000 people in Bakool, Bay, and Gedo, Hiraan, Galgaduud and Lower Shabelle regions. In 2015, 76,000 people were displaced as a result of Gu and Deyr (October-January) rains. Endemic inter-clan fighting for control of land, pasture or water sources also continues to lead to casualties and displacement of civilians. The drought in November 2016 has displaced over 257,000<sup>10</sup> and rendered some half (6.2 million out of 12.3 millions) of Somalia's population acutely food insecure and in need of humanitarian assistance. In May 2017 there had been an estimated 739,000 drought displacements More than 480,000 of the displaced, or 65 per cent, are under the age of 18.<sup>11</sup> Women in rural areas have been identified as one of the most vulnerable groups to climate change impacts in Somalia due to unequal access to both material and natural resources.
14. Besides the large number of internally displaced, 752,038 Somali refugees are also living in neighbouring countries within the region and in Yemen, and some are now returning mainly due to war in Yemen<sup>12</sup>. According to the HRP a total of 92,000 refugee returnees were expected to return to the country from Yemen and Kenya in 2019. Somalia also hosts 39,000 refugees and asylum-seekers, mainly from Ethiopia (19,600) and Yemen (12,100).<sup>13</sup>
15. Climate change predictions derived from the SWALIM, 2002-2012, the NAPA (through the support of ICPAC) as well as from neighbouring countries in the Greater Horn of Africa (GHA) region, show that Somalia is likely to experience a steady future increase in temperature, rising to 3.2°C by 2080.<sup>14</sup> A gradual increase in total rainfall is expected in Somalia with increasing seasonal variability as well as an increase in the frequency and severity of future droughts and flash floods.<sup>15</sup> These changes observed in the trends in climate variables can have a disruptive effect on food availability, reducing access to food and affect food quality. Further, projected changes in climate variables in the region could result in negative effects on water availability, resulting in reduced agricultural productivity. It is anticipated that the nation's vulnerability to climate change will be intensified by its extremely high dependency on the natural resource base and low Human Development Indicators.
16. Significant part of Somalia's population are farmers, agro-pastoralist and pastoralists and a regular climate patten is key for meeting their basics. Over the past decade, climate change-related desertification has expanded in Somalia, making the local population even more vulnerable. Scientists have predicted that the

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<sup>7</sup> HRP (2019). Op cit

<sup>8</sup> 14 HNO 2019, Nutrition Section.

<sup>9</sup> UNHCR 2019

<sup>10</sup> OCHA (2017). Somalia: Operation Plan for famine prevention (Jan-Jun 2017), February 2017

<sup>11</sup> UNHCR, 31 May 2017

<sup>12</sup> UNHCR 2019

<sup>13</sup> HRP 2019

<sup>14</sup> Somalia Ministry of National Resources (2013). National Adaptation Programme of Action on Climate Change for Somalia (NAPA 2013)

<sup>15</sup> Somalia Ministry of National Resources (2013). Ibid

long-term effects of climate change will exacerbate the scarcity of key resources, and contribute to armed conflict and impoverishment.

17. Added to the natural hazards is the conflict situation that the country has witnessed over the past quarter of a century, though Somalia has known periods of stability and security in recent decades, and some parts of it remain relatively free of violence. Localised communal clashes over resources, political clashes over control of the state and its resources, regional involvement (sometimes through proxies), and violence fuelled by global extremist ideologies amplify the ongoing humanitarian crisis due to floods and droughts, as was witnessed in the famine of 2011.<sup>16</sup>
18. The annual Humanitarian Response Plan for Somalia,<sup>17</sup> coordinated by OCHA, is the only document which provides an overview of disasters and how various international and national organisations would respond to ongoing disasters. Technical and operational disaster risk reduction capacities are extremely weak in all regions of Somalia. With no formalised early warning system and no district level disaster risk management plan in place, communities are rarely forewarned about and prepared for extreme events. Early warning information is provided to communities usually in a very ad-hoc uncoordinated manner by leaders or officials through text messages or word of mouth.
19. The protracted civil war in Somalia saw the collapse of the climate-monitoring network; hence, little data is available for the period after 1990, making accurate trend analysis for climate change in Somalia difficult. For the past 5 years, the Food and Agriculture Organisation's (FAO) Somalia Water and Land Information Monitoring (SWALIM), Intergovernmental Authority on Development's (IGAD) Climate Prediction and Application Centre (ICPAC) and USAID's Famine and Early Warning Systems Network (FEWS NET) initiatives have focused on improving regional forecasting for Somalia, making use of the rehabilitated network of monitoring stations in addition to stations abroad (Kenya, Djibouti).<sup>18</sup> The Food Security and Nutritional Assessment Unit (FSNAU) of the FAO leads two seasonal food security and nutrition assessments annually covering rural, urban and displaced populations across Somalia. In partnership and SWALIM, FSNAU monitors season rainfall performance using a network of 40 rainfall-monitoring stations across the country. However, the agencies of the government involved with Disaster Risk Management (DRM) have not effectively exploited forecasting knowledge from these initiatives to be able to interpret the available forecasting data. Consequently, the country lacks the capacity to forecast potential threats of large-scale disasters and has little preparedness for extreme weather.
20. Recently

### 1.3.2 Hazard context

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<sup>16</sup> Department for International Development (2012). Operational Plan 2011-2015, DFID Somalia, Updated June 2012

<sup>17</sup> OCHA (2019). Humanitarian Response Plan - Somalia, 2019.

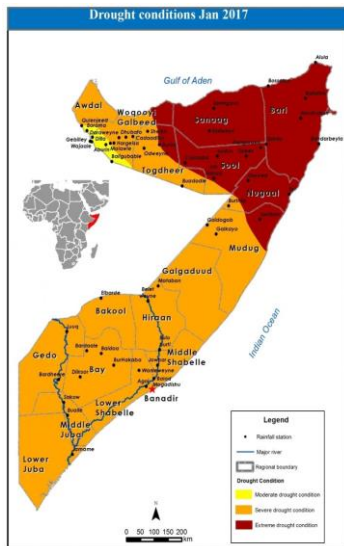
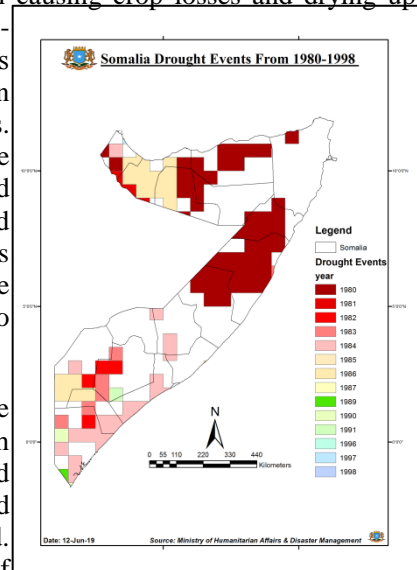
<sup>18</sup> United Nations Development Programme Country: Somalia PROJECT DOCUMENT - Project Title: Enhancing Climate Resilience of the Vulnerable Communities and Ecosystems in Somalia. p13

**Hydrological, meteorological and climate related hazards**

**Drought**

21. Failure of rains in either season, *Gu and Deyr*<sup>19</sup>, is very common causing crop losses and drying up of pastures with persistent dry conditions. Somalia's Arid and Semi-Arid Lands (ASALs), which make up more than 80% of the country's landmass and house the greatest national proportion of pastoralists in Africa,<sup>20</sup> are particularly vulnerable to extreme weather conditions. Nearly 70 percent of Somalis are dependent on climate-sensitive agriculture and pastoralism. The pastoralists depend upon rain-fed rangeland grazing for their livestock and tend to have very few fixed assets.<sup>21</sup> While climatic factors contribute to drought, human factors like ongoing conflict limit lack of access to pastureland and cause failure of social protection system, however rudimentary, leading to disasters and famine like the one in 2010-2011.

22. Years of conflict, lack of governance and underinvestment have contributed to deterioration in water sources and reservoirs which existed in the 1970s. At the local level, proactive, community-based natural resource management and disaster preparedness is limited. Communities lack knowledge of effective rainwater harvesting techniques and are unable to efficiently capture and store runoff during heavy rains for use during the dry season.<sup>22</sup> A small number of villages capture and store rainwater in traditional dug wells (*berkeds*), but this is not done systematically. Rural communities are also unable to practice sustainable rangeland/pasture management so as to ensure sufficient food and fodder supplies during periods of drought. Figure 1: Drought-affected areas (2017) in Somalia drought.

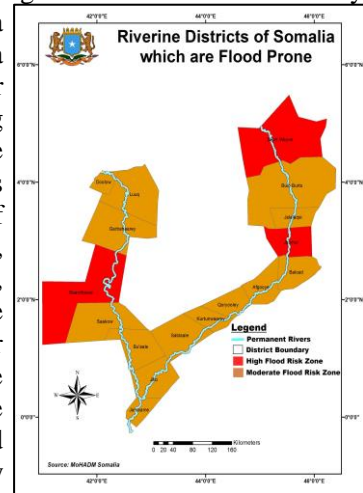


23. Historically, severe droughts in Somalia occurred in 1964, 1969, 1974, 1987, 1988, 2000, 2001, 2004, 2008,<sup>23</sup> and in 2011 in recent years, affecting 4 million of the population and killing nearly 258,000 people, half of them children.<sup>24</sup> The recent drought in 2017 affected nearly 6 million people in almost all parts of the country.<sup>26</sup> Persistent drought also forces people to migrate in search of pastures, and this often leads to conflicts as competing claims are made on pastureland. Many people are forced to leave their homes and become internally displaced. In fact, most analysts with insights into pastoral migration behaviour suggest that trigger for most of the localised conflicts in Somalia are drought, though these may later take on various forms.

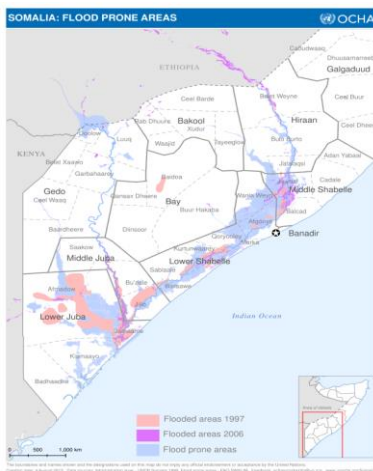
**Floods**

19 The Gu rains begins in April and lasts until June and the Deyr season is between October or late September until November  
 20 Somalia Ministry of National Resources 2013. National Adaptation Programme of Action on Climate Change for Somalia (NAPA 2013)  
 21 Ibid  
 22 Ibid  
 23 SWALIM  
 24 Mortality among populations of southern and central Somalia affected by severe food insecurity and famine during 2010-2012 A Study commissioned by FAO/FSNAU and FEWS NET  
 26 OCHA Somalia

24. Floods are annual phenomena with the most severe occurrence during the months of March-May and September-November in the riverine areas along the two rivers, Jubba and Shabeelle. Riverine and flash floods occur in areas around the Juba and Shabelle river valleys every year between April to June and October to December. Limited infrastructure, including flood-bank retaining walls and water catchment or redirection systems, expose the communities to the effects of floods annually, often with disastrous results on smallholder farmers and rural economies.<sup>27</sup> The regions of Lower Shabeelle & Middle Shabeelle are most affected, with croplands, houses and infrastructure like feeder roads periodically destroyed, besides affecting the livelihood of pastoralist population. The Shabeelle River begins to burst over its banks at an area near the country's border with Ethiopia, approximately 40 Km from Beled Wayne town, the regional capital of Hiiraan. The floods starting at Burdhinle around the Beledweyne at times reach the town of Jalalaqsi, forcing the displaced population of these areas to seek refuge on higher grounds far away from their homes and farmland. Furthermore, in the Middle Shabeelle region, a canal built some years ago with Chinese assistance often breaches causing flash floods which forces local people to evacuate to towns like Jowhar. It is estimated that over 50 villages along a 100-km stretch of the middle Shabeelle region are periodically affected by floods.



25. In the lower Shabeelle, the river floods in areas like Afgooye, Mubarak and Awdheegle surrounding areas; it is estimated in this region, pastoralist livelihood of people in over 70 villages are affected during floods. The Jubba which enters Somalia approximately 70 Km from the border with Ethiopia (near the town of Luuq in



the Gedo Region) runs through a mountainous terrain en route to Somalia; but as it reaches near the town of Baardheere, floods do occur affecting farming, animals and homes. Starting from Bardheere which is in Gedo region up to the point where it runs into the Indian Ocean, the Jubba river causes floods over a significant area of land inhabited by a large number of people.

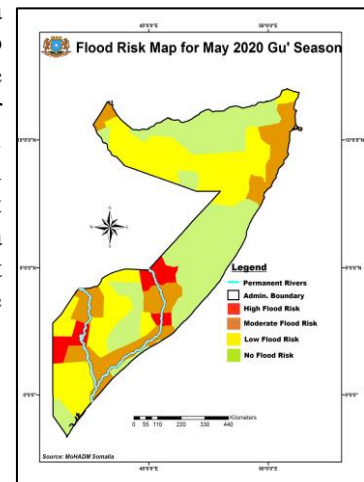
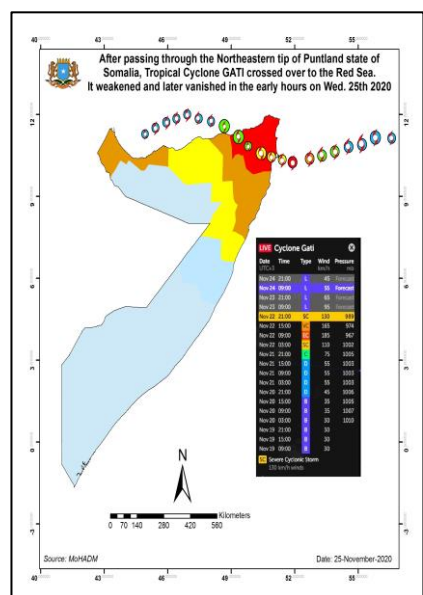
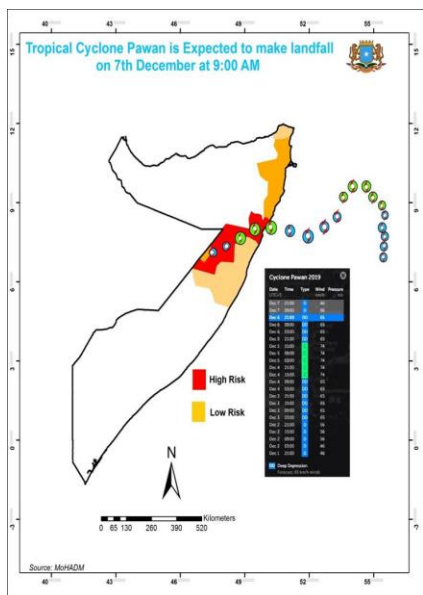


Figure 2: Flood-prone areas of Somalia

<sup>27</sup> Ibid

### ***Tropical Cyclones and storm surges***

26. The 2013 Somalia cyclone was the second deadliest tropical cyclone worldwide in 2013 as well as the deadliest to affect Somalia in its history, killing nearly 300 people. Torrential rains following the cyclone inundated littoral towns and faraway rural areas at a higher level than expected. A number of bridges, villages, buildings, homes and boats were destroyed during the storm. The tropical cyclone formed in the Gulf of Aden between Yemen and northern Somalia in 2018 also destroyed houses and washed away livestock.



### ***Geophysical hazards (earthquakes, tsunamis)***

27. As part of the East African rift system, Somalia is prone to moderate earthquakes, of magnitude varying between 4 and 5.5. The Indian Ocean Tsunami of 2004 had its ripples in Somali as well, with most of the damage centered in the coastal parts of the Puntland state in northeastern Somalia. In Puntland, rising waters destroyed properties in Hafun and Kulub, while parts of the towns and hamlets in the region were flooded. Other coastal areas in the country including the North-west of Somaliland, Galmudug and Jubbaland are also affected.

### Non-specific hazards

#### ***Conflict and terrorism***

28. Somalia has been ravaged by armed conflict for over quarter of a century ever since Somalia descended into civil war in the early 1990s. Political groups, clans, warlords, criminal gangs and affiliates of international terrorist networks all flourished amidst a collapsing State, leading to a protracted complex emergency from which the country is yet to recover. To begin with, inter-clan violence and power rivalries spiked as clan structures and identities filled the governance void; however, in the past 10-12 years, terrorist groups have overtaken these conventional forces of conflict. The complex interlocking of clan and political fractionalisation on the one hand, and the violent terrorist ideologies, on the other, continues to cause untold misery to people. While no data is available on human casualties of this destructive amalgam, it is estimated that over two million people have been forced to flee their homes over the past twenty-five years, half of them displaced within Somalia and the other half scattered around the region.

#### ***Epidemic outbreaks***

29. As drought in the country is frequent, drought-related water borne diseases are common. During the current drought that has been raging the country since late-2016, the spread of epidemic-prone diseases such as acute watery diarrhoea, cholera and measles has increased. In the first 7 weeks of 2017, over 6000 cases and 65

deaths by acute watery diarrhoea/ cholera have been reported.<sup>28</sup> Middle Juba and Bakol regions are reporting alarming fatality rates, far above the emergency threshold of 1 per cent, according to World Health Organisation (WHO). Water-borne diseases like cholera/acute watery disease and diarrhea affect a large number of people in the riverine areas as well due to polluted water. With non-existent preventive measures and poor health infrastructure, it is the children, women, elderly and the poor who suffer most from these epidemics. Curative facilities are only available in private hospitals which are expensive or in INGO-run hospitals in big towns and cities, not easily accessible to most of the communities. There is strong evidence provided by the Intergovernmental Panel on Climate Change (IPCC) that changing weather patterns associated with climate change are shifting the geographic range, seasonality and intensity of transmission of climate –sensitive infections diseases. Climate change will put more people in Somalia at risk of infectious diseases, including other insect borne diseases and waterborne diseases.

***Entomological and pest outbreaks***

30. East African nations including Somalia have been battling with swarms of desert locusts since the beginning of 2020. Scientists are calling it the worst outbreak the region has seen in decades. The rising number of desert locusts presents an extremely alarming threat to food security and livelihoods in Somalia. Studies are linking a hotter climate to more damaging locust swarms, leaving Somalia disproportionately affected. In addition, the wetter weather synonymous with the negative impacts of climate change also favours multiplication of locusts. Other pest outbreaks affecting the communities in Somalia include the tsetse fly and quelea birds.

***Other hazards***

31. Besides the above major hazards, other hazards affecting the communities in Somalia include:
  - Fire outbreaks
  - Hazardous Materials (marine oil Spill, waste spill, plastic bags)
  - Environmental hazards

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<sup>28</sup> WHO (2017). WHO scales up response in Somalia as drought-affected population face difficult situation, 27 February 2017



**CHAPTER 2: INSTITUTIONAL, LEGAL AND POLICY CONTEXT****2.1 Current disaster risk management system in Somalia**

32. Since the breakout of armed conflict in the early 1990s, as State institutions collapsed, thousands non-governmental organisations (NGOs), both national and international, the United Nations (UN) agencies, religious groups and donor assistance provided lifeline for communities to survive during and after disasters. Some of the regions within the country began developing autonomous institutions as regional governments in these areas took control. In rest of the country, absence of any unified governance structure meant that uncoordinated and ad hoc mechanisms to deal with disasters became the norm. While these may have constituted the only humanitarian assistance for affected people, a comprehensive approach to dealing with disaster risk management, risk reduction, mitigation, response and recovery did not receive due attention.
33. Technical and operational disaster risk reduction capacities are increasingly improving in all zones of Somalia, there is an early warning system in place, and communities are forewarned about and prepared for extreme events. Early warning information is still provided to communities usually in a very ad-hoc, uncoordinated manner by leaders or officials through text messages or word of mouth.
34. Increasingly, it is recognized that hazards are linked. The impacts of many types of natural hazards do not occur in isolation, but recognition of such cause and effect on a national scale led to the creation of a National Multi-Hazard Early Warning Center in Somalia for the first time that can accommodate multiple hazards and lessen their impacts. At the same time, the government is becoming aware that a paradigm shift from crisis management to risk management is necessary if the finite resources available are spent in the most efficient way to assist the populations at risk to prevent or mitigate impact of disasters.
35. Currently the Government has the capacity to conduct hazard assessments or provide timely early warning. In the pursuit of getting effective and timely warning against such hazards causing disasters, it was necessary to establish a National Center that provides early warning information of possible risks posed by hazards, based on this, and In order to reduce the risk of disasters in the country, and to save lives and properties, the Federal Government of Somalia has assigned the Ministry of Humanitarian Affairs and Disaster Management to realize the aspiration of establishing a National Multi-hazard Early Warning Center (NMHEWC).
36. The Multi-Hazard Early Warning Center was officially launched on 5th July 2020 which was one of the milestones achieved by the Federal government and the Center was chosen as a benchmark to commemorate the independence week, the celebration of the sixtieth independence week for Somalia. The Center operates under the Department of Disaster Risk Management of the Ministry of Humanitarian Affairs and Disaster Management and it mainly serves to provide warning services and gives advisories against recurrent hazards which often threaten communities' lives and livelihoods. This new center is intended to effectively address disaster preparedness and link early warning to early action in order to lessen the impact of disasters once they occur.
37. On the other hand, multi-sectorial assessments are conducted by different Clusters led by the UN with the other stakeholders, and the only sources of data are only from the UN, FEWS Net and NGOs. The authorities and government institutions are not involved in these processes. UN and NGOs mobilise themselves separately during emergencies and their responses are coordinated at clusters levels as they try to respond to emergencies with funds mobilised from the international community. There is no formally agreed government membership or representation at the Cluster level coordination. Moreover, the funding process is often long and assistance takes long time before it reaches the local community. Access to many districts is still restricted due to conflicts and responses don't reach all affected communities.
38. At the regional level, the regional governments set up state level DRM Ministries/Agencies, with clear mandate for managing disaster risks within the region. While these agencies coordinate with humanitarian organisations operating in their regions, they are under-resourced, with weak capacity to respond. Most of the Member States do not have policy or legal frameworks on disaster risk management in place. Even in Member States which have better capacity to manage disasters, the operation of disaster management structures is often problematic at regional and district levels. They do not have any presence at provincial and



district levels. Each district or province makes its own arrangements for disaster management, calling on the national government if and when needed. However, the emphasis is still very much on ad hoc response primarily concentrated on providing relief, with disaster preparedness, mitigation, risk reduction or recovery receiving little attention.

39. As Somalia establishes a truly federal structure it is likely that DRM structures developing at the state level will add value to the ongoing DRM efforts in all regions, and with relationship between the Federal Government in Mogadishu and the State governments shaped by regional aspirations, on the one hand, and benefits of working within a federal structure, on the other. The federal government therefore needs to be able to provide an overall policy framework for such decentralised disaster risk management structures to flourish.
40. Effective disaster risk management is multi-disciplinary and requires various departments and ministries to be working in concert. Various line ministries, such as the ministry of water resources (flood and drought), ministry of health on health related risks, ministry of public work and reconstruction, etc., do come forward to respond in times of disasters as appropriate. However, all institutions lack institutional, legal frameworks and policies to respond in a coordinated and comprehensive way.

## **2.2 Organisational structure - existing disaster risk management institutions**

41. As disaster risk management is multi-sectorial and effective strategies require a number of Ministries and technical agencies to work together, as per the Disaster Management Agency Establishment Law (2016) of the FGS, the Prime Minister's Office has the overall responsibility for providing leadership and political space for a whole-of-Government approach to comprehensive disaster risk management involving risk assessment, preparedness, mitigation, response, recovery, risk reduction and resilience. In this regard, the Prime Minister's Office may:
  - a) Issue directives to the concerned Ministries for activating all necessary resources in support of response, relief and recovery operations in coordination with MoHADM.
  - b) Emphasise the strong political determination required to promote and integrate disaster risk reduction and resilience into development programming.
  - c) Support the creation and strengthening of national integrated disaster risk reduction mechanisms and promote integration of risk reduction, as appropriate, into development policies, programming and planning at all levels of government, including in poverty reduction strategies and sectors and multi sector policies and plans.
  - d) Allocate resources for development and implementation of disaster risk management policies, programmes, laws and regulations in all relevant sectors and authorities at all levels.
  - e) Ensure adequate resource reallocation to concerned Ministries including staff from non-affected areas to affected areas for need based support to relief, recovery and rehabilitation operations/initiatives as and where necessary.
42. To ensure better streamlining of disaster risk management function at political level, the FGS has set up a new ministry, the Ministry of Humanitarian Affairs and Disaster Management (MoHADM), headed by a cabinet Minister will assume responsibility of managing disaster risks in Somalia.

## **2.3 Existing legal and policy framework**

43. On a global level, Somalia is a part of the Sendai Framework for Disaster Risk Reduction 2015- 2030 (SFDRR). The SFDRR provides a roadmap on how to make communities safer and more resilient to disasters. It was the first major agreement of the post-2015 development agenda and provides Member States with concrete actions to protect development gains from the risk of disaster. It recognizes that the State has the primary role to reduce disaster risk but that responsibility should be shared with other stakeholders, including local government, the private sector and other stakeholders.
44. The SFDRR works hand in hand with the other 2030 Agenda agreements, including the Paris Agreement on Climate Change. The Paris Agreement's central aim is to strengthen the global response to the threat of climate change by keeping a global temperature rise this century well below 2 degrees Celsius above pre-industrial levels and to pursue efforts to limit the temperature increase even further to 1.5 degrees Celsius. Additionally, the agreement aims to increase the ability of countries to deal with the impacts of climate change, and at making finance flows consistent with a low GHG emissions and climate-resilient pathway.

Somalia was one of the first countries to adopt the Paris Agreement on Climate Change, committing to reduce deforestation and desertification.

45. The Federal Government of Somalia's national development plan<sup>29</sup> states its disaster risk management vision as: "Effective disaster preparedness and response will be mainstreamed in public and private sector work and by individuals significantly reducing deaths, damage, economic loss and people affected by disasters."
46. MoHADM is charged with delivery of this vision in cooperation with all relevant government, non-government and international agencies by the Federal Government's Law on the Establishment of the Disaster Management Agency (Law No. 17 of 27/6/2016).<sup>30</sup> The Article 3 of this Law in setting the objectives of the Agency states that it will, inter alia:
  - Deliver and protect the Somali people and their properties against disasters in the country and save them from the vulnerabilities and lack of resilience against some of the calamities;
  - Manage all natural and manmade disasters that happen in the country;
  - Prepare short and long-term action plans for the protection or mitigation of all disasters that happen in the country and for tackling them in real time;
  - Establish centers and places in the districts and the regions in the country from which disasters that take place are managed;
  - Mobilise and deploy teams and sectors that are capable of prevention and urgent response against disasters;
  - Collect data on the dangers of disasters and provide early warnings when necessary;
  - Direct aid organisations that address disasters towards the addressing of prevailing needs, taking into consideration the priority need;
  - Set a national policy on management of disasters in the country;
  - Make Disaster Management Agency the channel through which government agencies and non-governmental organisations that work on disaster risk management issues cooperate.
47. The disaster management strategy for Somalia developed in 2016<sup>31</sup> underscored the need for a pro-active, community-based, developmental and multi-sectorial approach that combines disaster preparedness, prevention and mitigation, and integrates disaster management into national development activities. Towards this end, the strategy developed the following overarching framework for disaster management (Figure 1).
48. The Somalia National Development Plan<sup>32</sup> (SNDP) for 2020-2024, outlines the following key intervention strategies at national and regional levels:
  - Build the government capacity for disaster risk management and strategy development
  - Strengthening disaster preparedness, risk management and effective environmental governance
  - Investing in Disaster management/early action and risk financing
  - Governance Strengthening, including Disaster Risk Management, Local Governance and Decentralized Service Delivery
  - Implement the National Disaster Management Policy
  - Promote gender equality in disaster risk reduction
  - Strengthen MoHADM and other state and local disaster agencies and drought committees
  - Improve coordination capacities of humanitarian response agencies at national and sub-national levels
  - Implement priorities set out in the Somalia Recovery and Resilience Framework (RRF)
  - Design and implement an early warning system, working with existing systems

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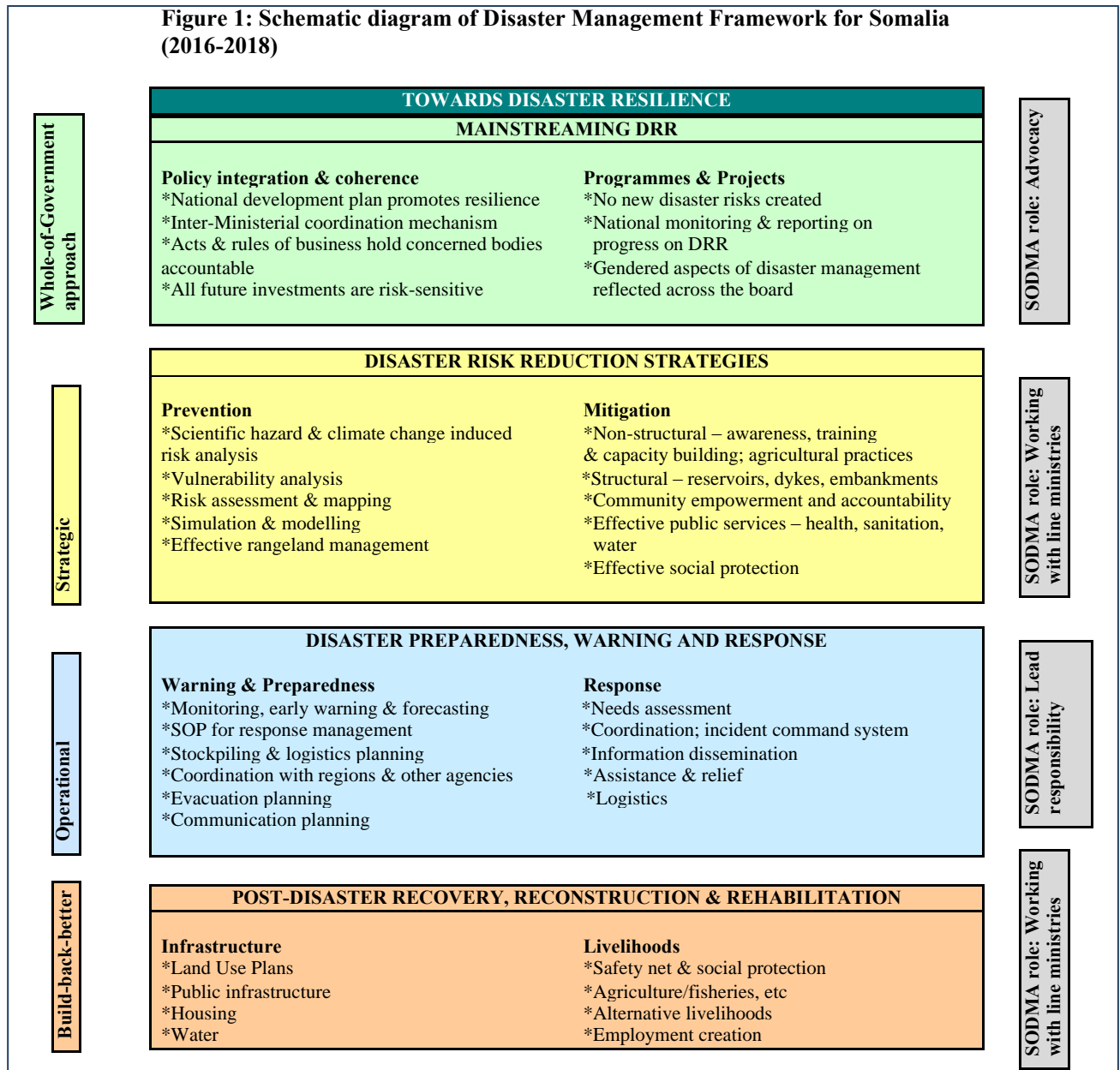
<sup>29</sup> The Somalia National Development Plan (SNDP) – Towards Recovery, Democracy and Prosperity 2017 – 2019

<sup>30</sup> The Federal Republic of Somalia (2016). The Law on the Establishment of the Disaster Management Agency, Law No. 17 of 27/6/2016

<sup>31</sup> Federal Government of Somalia, Ministry of Interior & Federal Affairs (2016). DEVELOPMENT OF FRAMEWORK FOR DISASTER MANAGEMENT IN SOMALIA, 2016-2018

<sup>32</sup> The Somalia National Development Plan (SNDP) – 2020-2024

49. The SNDP in fact goes beyond conventional disaster management and emphasises an approach to resilience through inclusive development. It argues for integrating the displaced and returnees into the formal economy. There are currently an estimated 2 million displaced Somalis scattered in mostly informal and unplanned settlements throughout Somalia and in refugee camps in neighbouring countries comprising 71% of the current humanitarian caseload (FSNAU 2016). “Their reintegration is impeded by their exclusion from rule of law, physical insecurity, lack of tenure and access to basic development services (health, education, water and decent employment).”
50. In other words, the Federal Government of Somalia recognises the links between the issues of poverty and exclusion, on the one hand, and vulnerability to disasters, on the other. The severity of a disaster is 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). High vulnerability to disasters is a function of poverty, political and social economic conditions. Disaster risk management thus cannot be done on the back of relief alone, and development of its people cannot take place unless Somalia addresses vulnerability to disasters and conflict. Disaster risk management thus requires different parts of the government to work together.



## 2.4 Challenges in the current disaster risk management system

### 1. Lack of standard operating procedures

While the policy urges building comprehensive and coherent disaster risk management system that combats recurrent droughts and floods in Somalia, the national and local agencies responding to the crises in Somalia have placed more emphasis instead upon the primacy of short term humanitarian interventions for long time as there were no guiding procedures enforced by the government to ensure the efforts of all actors translate the country's priority actions. The lack of standard operating procedures to guide the work of the actors in Somalia also resulted into poorly coordinated actions heavily weighted towards emergency response. Therefore, a major challenge facing the establishment of a strong disaster risk reduction systems is the effective translation of its priorities into concrete steps and practical action to focus on prevention, preparedness and mitigation. The Disaster Risk Reduction hardly gets prioritized in the other policies and programmes of the government.

### 2. Lack of national budget allocated for funding disaster risk management actions

The Ministry of Humanitarian Affairs and Disaster Management and its counterparts in the regional member states are faced with lack of budgetary allocation from the national budget to implement disaster risk management activities. The government agencies at national and state level have inadequate technical capacity as the result of poor funding. This is exacerbated by the limited infrastructure and trained human resource in Disaster Risk Management sector. The Government is increasingly reliant on international partners to fund Relief and Disaster Risk Management initiatives. The external support received from outside are often conditional and tied with donor interest and actions sketched by NGOs and UN.

### **3. Inadequate information and limited use of data**

While several agencies collect data on the ground, mostly to inform humanitarian responses, the government offices involved in disaster response have not effectively exploited forecasting knowledge from these initiatives to be able to interpret available forecasting data. Consequently, the country lacks capacity to forecast and prepare for potential threats of large-scale disasters and has little preparedness for extreme weather. The dissemination of early warning information to communities is another challenge. In the cases when agencies attempt disseminate information at local level, there is lack of practical capacity at the community level on the use of early warning information.

### **4. Inadequate integration and co-ordination**

Owing to lack of disaster risk management centers at federal and state to give strategic guidance on the coordination of disaster responses, the existing coordination structures are ineffective and heavily weighted towards coordinating emergency responses on sectoral level with no means to ensure integration and avoid duplications. The National Disaster Risk Management Council at federal level and the Technical Secretariat for Disaster Risk Management at national and state level are not operational. Therefore, systematic approach to planned Disaster Risk Management doesn't exist and effective coordination body for management of interventions has been particularly lacking. The limited political will has also slowed down the process of putting in place an effective Disaster Management Centre in place.

### **5. Local community empowerment is limited**

The government of Somalia explicitly regard civil protection against disasters as a key national responsibility. However, the aim of disaster risk reduction ultimately is to empower people to take timely and adequate actions to protect themselves, their livelihoods and ecosystems against disasters. The linkages between local communities and government was broken during the civil war and efforts to rebuild those linkages are either minimal or non-existing. In addition, the movement of communities from rural areas to cities and concentrated displaced settlement have resulted in the progressive erosion of the traditional coping strategies. Furthermore, the limited information and data collected by the actors in Somalia doesn't reach the communities at grassroots level due to lack of effective early warning systems in place. The local communities don't also adequately participate in the design and implementation of existing disaster risk reduction programmes.

### **6. Lack of clear roles and responsibilities**

Coordinating the interests and activities of various stakeholders in disaster risk reduction has been ineffective. This is due partly to unclear specification of responsibilities within the disaster risk management system and partly to weak communications systems and unharmonized interventions. The disaster Risk Management System is fragmented in the country, with weak structures, and often multiple department/ministries vying with each other to take charge, causing confusion. Further, understanding of Disaster Risk Management is generally limited to post-disaster response which is often politicized, with little understanding of key principles of Disaster Risk Management within the government and public at large.

## CHAPTER 3: DISASTER Risk MANAGEMENT POLICY GOAL & OBJECTIVES

### 3.1 Policy goal and its scope

51. The goal of the Somalia National Disaster Risk Management Policy (SNDRMP) is to provide broad directions for a comprehensive framework for disaster risk management in the country that promotes risk management culture to reduce vulnerability among populations at risk, and includes measures toward disaster prevention, mitigation, preparedness, response, recovery and reconstruction in a way that strengthens linkages between disaster risk management, resilience and sustainable development. The aspiration underpinning the goal comes from the global commitment the FGS made as signatory to the Sendai framework<sup>33</sup> which is stated as: *“Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience”* (Sendai Framework, March 2015).
52. The policy is aimed at all institutions of the Government of Somalia and Member State governments, local authorities and organizations outside the government system that are involved in disaster risk management.

### 3.2 Guiding principles

53. This Policy is based on eight (8) guiding principles which the FGS enjoins all relevant institutions to abide by as well as to hold the former accountable for:
  - i. **State responsibility:** The Government bears the primary responsibility of protecting its people, infrastructure and other national assets from the impact of disasters; however, when the scale and magnitude of disasters overwhelm the capacity of the Government, it will encourage and welcome support from all those who are willing and prepared to help. The Sendai Framework which the FGS is a signatory to highlights that disaster risk management aims at “protecting persons and their property, health, livelihoods, and productive assets, as well as cultural and environmental assets, while promoting and protecting all human rights.” This requires the country to follow and practice a rights-based approach to disaster risk management (DRM).
  - ii. **Clear division of roles and responsibilities between different levels of government:** DRM is first and foremost a provincial and district-level subject. National policies provide an over-arching framework for risk reduction but State, district and local governments, together with civil society groups, are best placed to promote and support disaster risk management, including risk reduction at local levels. For DRM to effectively reduce vulnerability and risks, manage the impact of disasters, and make communities more resilient, partnerships at different levels is necessary.
  - iii. **Based on local risk assessments and capacity:** Disaster risk management is best undertaken at local levels. Disaster risk management needs to be based on a hazard, vulnerability and risk analysis, including identifying the nature and degree of vulnerability or risk (including disaggregated data sets to identify particularly vulnerable groups) and stakeholders, that allow prioritising problems or geographical areas on a rational basis to inform the design of appropriate and technically sound interventions. Disaster assistance must be based on thorough assessment of needs of the affected populations and available local capacities to meet those needs.
  - iv. **Capacity building is key:** Disaster risk management is responsibility of all actors – Federal, State and District governments, businesses, non-governmental and international organisations, and finally, all citizens. The government’s role in this is one of facilitator and provider, ensuring that capacity to assess, mobilise and deploy adequate tools and resources to prevent, mitigate, prepare for and respond to disasters with relief and recovery measures exist.
  - v. **Community participation and resilience:** Disaster risk management needs to be built on existing community organisations and their capacity as they need to have the information and skills to reduce the impact of hazards on their lives and livelihoods; hence engaging communities in vulnerability and capacity assessments provide entry points to build awareness, participation and resilience in the face of disasters.
  - vi. **Coordination and partnership:** DRM covers a complex set of problems demanding a response that no

<sup>33</sup> United Nations, A/RES/69/283 (2015). Resolution adopted by the General Assembly on 3 June 2015 - Sendai Framework for Disaster Risk Reduction 2015-2030. 3 June 2015

single organisation can provide. Good DRM is all about good coordination so as to leverage the expertise, resources and capacity of multiple institutions - governmental, intergovernmental, non-governmental, civil society and business – and it is the responsibility of the Federal Government and Member States to ensure that effective coordination mechanisms are in place for the governments to provide leadership at both Federal and Member State levels.

- vii. **Neutral and non-discriminatory:** Disasters impact on people across all socio-economic groups and hence all disaster response interventions should be neutral and non-discriminatory in terms of ethnicity, tribe, clan, sex, disability or other social groups. It is therefore incumbent on all governments to ensure that the DRM institutions possess the autonomy to make decisions based on population's needs and their capacity, and that humanitarian organisations have unimpeded access to affected populations.
- viii. **Responsibility of Government to protect:** It is the duty of FGS to protect its people, and this includes all its citizens. Given the recurrent pattern of displacement that the country has witnessed over the past twenty-five years, caused by multi-faceted protracted crisis, preventing further displacement and dealing with those already displaced is the biggest challenge in rebuilding Somalia. The 2004 Guiding Principles on Internal Displacement,<sup>34</sup> which is an international instrument requires States to prevent displacement in accordance with their human rights obligation to protect people against known and foreseeable risks for their life, limb, and health. It is the responsibility of Federal State to ensure that adequate capacities exist within the Member State governments, districts and local authorities to provide effective leadership and discharge operational responsibilities in this regard.
- ix. **Action on climate change:** Disaster risk is magnified by climate change. It can increase the hazard while at the same time decreasing the resilience of households and communities. Decreasing resilience is likely to disproportionately affect poorer countries, meaning that climate change is also a driver of poverty. More dedicated action needs to be focused on tackling climate change and variability as underlying disaster risk drivers

### 3.3 Policy objectives

- 54. The main objectives of the policy are to:
  - i. Ensure that disaster risk management interventions are undertaken systematically and expeditiously in order to both save and protect lives, livelihoods, assets, and promote disaster risk reduction.
  - ii. Provide a clear framework for disaster prevention, mitigation, preparedness, response, recovery and reconstruction, undertaken within a risk management framework by all parts of the government.
  - iii. Ensure that institutions and activities for disaster risk management are coordinated and delivered in partnership between the governments at various levels (Federal, State and local authorities), local communities, Somali Red Crescent, United Nations, private sector and non-governmental organisations, as well as regional institutions in Africa.
  - iv. To clarify for all involved the role of key government departments and institutions at the federal, member state and district levels in various aspects of disaster risk management, and how they work with and complement each other.
  - v. The Policy underscores the need for mainstreaming of disaster risk reduction in development plans and strategies at all levels to enhance capacity of vulnerable communities to withstand the adverse effects of disasters.
  - vi. To provide direction to all federal Ministries and institutions of the Federal Government of Somalia to prepare Standard Operating Procedures (SOP) in consonance with this policy and encourage all Member State institutions, District Authorities and other stakeholders to prepare SOPs for their respective institutions in areas directly related to disaster prevention, mitigation, preparedness, risk assessment, early warning, immediate response, recovery and reconstruction.

### 3.4 Disaster Reduction Actions

#### 3.4.1 Disaster prevention

- 55. Prevention requires measures that stop or avoid the incidence of a disaster occurring. Natural hazards like earthquakes, floods, droughts or cyclones cannot be prevented/avoided. Man-made disasters such as conflict and technological disasters (chemical spills, nuclear accidents), for example, can be prevented. Communities for example, have their own conflict prevention and/or resolution strategies as part of their coping

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<sup>34</sup> UNHCR (2004). The Guiding Principles on Internal Displacement

mechanisms. It is the task of all humanitarian organisations and government to identify and strengthen these indigenous disaster prevention and management strategies, and create an enabling environment whereby such local mechanisms take root.

#### **3.4.2 Disaster mitigation**

56. Mitigation is about reducing/minimising the impact of a disaster. Strong social protection mechanism or having diversified livelihoods can help households cope with shocks and stresses, and thus help improve the capacity of communities to withstand negative impacts of disasters. There is a strong link between development and disaster risk management in that mitigation addresses the underlying causes of vulnerability. The Government will support mitigation measures which aim at increasing the population's ability to cope with the disasters most likely to affect them. Good mitigation measures can prevent hazards from turning into disasters. The Government will proactively promote measures such as:

- Initiating well-planned mitigation projects (flood control structures, water harvesting and irrigation structures and similar infrastructure development) in highly disaster-prone areas, with the help of the Federal Government ministries and Member State governments;
- Encourage and assist State level mitigation projects in accordance with the guidelines;
- Promote index-based insurance for livestock and crops.

#### **3.4.3 Disaster preparedness**

57. Disaster preparedness is a package measures based on knowledge and understanding of the risk environment, taken in advance of an imminent threat to help communities and institutions respond to and cope with impacts of a disaster. Examples of disaster preparedness activity include: early warning system; cyclone shelters and evacuation plan in the event of cyclones and floods; pre-positioning of food stocks, health and essential supplies, etc. A comprehensive and continuous assessment of vulnerabilities and risks in order to understand threats of a hazard and to improve the targeting of disaster response is also a preparedness activity. Likewise, having clearly established disaster risk management (command and control centre; coordination structure) system in districts and remote communities which the latter are familiar with is part of preparedness. The main activities for Disaster Preparedness shall include:

1. Improvement of vulnerability and risk assessment capacity;
  2. Establishing functioning communication infrastructure and general capacity related to forecasting, early warning and alerts, information gathering;
  3. Designing contingency plans at district, provincial and central levels of governance;
  4. Promotion of public education and awareness and information systems at all levels;
  5. Development of evacuation, rescue plans, manuals and simulation exercises;
  6. Pre-positioning of relief supplies;
  7. Mobilisation of public and private facilities such as schools, hospitals, offices and homes;
  8. Putting in place functioning and well recognised coordination systems at Federal, State and District levels;
- q) Advising line Ministries to give priority to installation of emergency capabilities.

#### **3.4.4 Disaster response**

58. Response involves interventions taken during or immediately after a disaster. Such actions are directed towards saving and protecting lives and livelihoods and dealing with the immediate damage caused by disaster. All short-term assistance such as, temporary evacuation, money, food, medicine, shelter, clothes, managed destocking of animals in times of drought/ famines, or any other public or private assistance provided to people and communities to overcome the effects of a disaster constitute relief.

#### **3.4.5 Recovery and moving towards resilience**

59. Recovery phase entails programmes designed to help communities to return to normalcy and encompasses both rehabilitation and reconstruction, and may include the continuation of certain relief (welfare) measures in favour of particular disadvantaged, vulnerable groups. Rehabilitation is the *restoration* of the socio-economic institutions and structures of the affected society/community in readiness for reconstruction i.e. rebuilding of their life support systems and further development. Recovery measures are designed to support affected communities in reconstruction and further development (building back better) of their physical infrastructure and restoration of their social, economic and physical wellbeing.

60. Underlying all recovery measures are the principles of sustainability and strengthening resilience of communities. Resilience is about the capacity of individuals, communities, institutions, businesses and systems to survive, adapt, and grow regardless of the kinds of *chronic stresses* (such as high and persistent unemployment, overburdened public transport, global financial crisis and chronic food and water shortages), and *acute shocks* (sudden and sharp – such as floods, sudden outbreak of conflict, earthquakes and infectious



diseases) they experience. This policy relates to resilience to acute shocks, and encompasses risks and vulnerabilities directly associated with natural hazards and other non-climatic shocks, and associated climate variability.

### 3.5 The Disaster Risk Management Policy Priorities

The policy is organized around four policy priorities which are adopted from the Sendia Framework and the strategic objectives under each policy priority emerged from African Union Programme of Action for the Implementation of the Sendai Framework in Africa. Under each strategic objectives enabling actions is highlighted based on the revised frameworks and the Somalia’s National Development Plan. The policy objectives and strategic priorities reflect the current national priorities and the disaster management agenda of the Somalia Government.

The disaster risk management policy will be driven by practical considerations and its success will be a measure of:

- ❖ Progress towards the four policy priorities and strategic objectives outlined in the policy document
- ❖ Evidence of collaboration between actors at federal, state and district levels
- ❖ Increased financing on the Disaster Risk Reduction and shifting the program focus of the implementing partners to long-term investment
- ❖ Consensus agreed among specific programs on DRR that are aligned to the policy action plans and operational modalities
- ❖ Increased awareness of the community on disaster risks and emerging response mechanisms at grassroots level

The policy is structured around the following four policy priorities:

**Policy Priority 1:** Understanding disaster risk

**Policy Priority 2:** Strengthening disaster risk governance to manage disaster risks

**Policy Priority 3:** Investing in disaster risk reduction for resilience

**Policy Priority 4:** Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction

#### 3.5.1 The policy program of action

| <b>Policy Priority 1: Understanding disaster risk</b> |   |
|---|---|
| <b>Current status</b>                                 | Somalia government has recently launched a Multi-Hazard Early Warning Centre but yet, it does not have enough capacity to forecast and prepare for potential threats of large-scale disasters and has little preparedness for extreme weather and associated impacts of climate change. The data generated by Food and Agriculture Organisation’s (FAO) Somalia Water and Land Information Monitoring (SWALIM), Intergovernmental Authority on Development’s (IGAD) Climate Prediction and Application Centre (ICPAC) and USAID’s Famine and Early Warning Systems Network (FEWS NET) provide regional forecasting for Somalia but the agencies of the government involved in DRM have not effectively exploited forecasting knowledge from these initiatives. The dissemination of early warning information to communities is another challenge. In most cases, there is lack of practical capacity at the community level on the use of early warning information. |
| <b>Desired state</b>                                  | Relevant DRM officials at federal and state levels and all district commissioners are well trained periodically on key aspects of DRM, namely: roles and responsibilities; risk assessment, early warning and dissemination; needs assessment and information management; coordination with various government counterparts and the international humanitarian system; underlying disaster risk drivers (climate change and variability) and resource mobilisation. Besides these, lower level officials and district council members are also trained in key elements of localised disaster risk management.<br>Working with SWALIM, FSNAU, FEWS NET and line ministries, the MoHADM develops detailed hazard maps with identification of vulnerability for all disaster-prone districts and   |

|  |  |                                |                             |                 |
|--|--|--------------------------------|-----------------------------|-----------------|
| <b>Stakeholders</b>  | <p>makes early warning/ forecasting data available in suitable forms to all regions, districts and communities, and ensure that hazard maps are shared with communities, districts and humanitarian organisations.</p> <p><b>Potential Donors: USAID, EU, DFID, SIDA, TIKA, SDC, Italian Cooperation and others</b></p> <p><b>Potential Partners: IGAD, World Bank, ADB, UN agencies, SomRep, NGOs, Private Sector and Civil Society</b></p> |                                |                             |                 |
| <b>Strategic Objective 1</b>   | Institutionalize risk assessment and analysis for risk-informed decision making in all sectors   |                                |                             |                 |
| <b>Milestones</b>  | <b>Performance Indicators</b>  | <b>Responsible Institution</b> | <b>Resource Implication</b> | <b>Timeline</b> |
| <b>Outcome 1.1</b>   | Increased awareness and education on disaster risk and risk management   |                                |                             |                 |
| Mobilize resources for risk assessments, monitoring and analysis of hazard risks to development and livelihood decisions and actions   | <ul style="list-style-type: none"> <li>-Mapping of resources and funding mechanisms</li> <li>- Mapping of key stakeholders, including the more vulnerable members (women, youth, people with disabilities)</li> <li>- Meetings with key stakeholders</li> <li>- Understanding of climate change as an underlying disaster risk driver</li> </ul>   | MoHADM                         | Low                         | 2020-2024       |
| Establish technical task forces to collaborate with FAO, SWALIM, ICPAC and other actors on institutionalizing risk assessment  | -Technical committee established and functional  | OPM                            | Low                         | 2020            |
| Contextualize and translate definitions, concepts, terms and procedures for presenting risk and warning information  | Concepts and terms on risks and early warning information written and disseminated in local language   | MoHADM                         | Medium                      | 2020-2021       |
| Establish regular channels of communication with SWALIM, FSNAU, FEWS Net and relevant line Ministries (agriculture, water resources, river authorities) and streamline flow of information, consolidation and interpretation of available early warning data from all sources. | Communication channels for information flow, consolidation and interpretations agreed and established  | OPM                            | Medium                      | 2020-2021       |
| Establish clear protocols for flow of early warning from federal to state through to district and local levels.  | SOPs for flow of early warning information developed   | MoHADM                         | Low                         | 2020-2024       |
| Working with SWALIM, FSNAU and FEWS NET and line ministries, make early warning/ forecasting data available in suitable form to all regions, districts and communities.  | Regular dissemination of user-ready early warning information through appropriate methods to all stakeholders.   | MoHADM                         | High                        | Continuous      |

| Outcome 1.2   |   | Improved measurement and monitoring of disaster risks                              |        |            |
|---|---|--|--------|------------|
| Establish/strengthen DRR databases (including on disaster loss and impacts)   | DRR database developed and utilized   | MoHADM   | High   | 2020-2022  |
| Establish national disaster risk management information and communication systems with observatories for disaster data and information collection and data/information sharing platform   | IMS system developed and functional   | MoHADM   | High   | 2020-2022  |
| Increase in capacity for analysis and interpretation of available early warning data from all sources.  | - Integrate the use of indigenous knowledge into early warning and assessment<br>- Capacity in government offices to interpret and use data for decision making | MoHADM   | High   | 2020-2022  |
| Outcome 1.3   |   | Increased capacity to undertake risk assessments and analysis                      |        |            |
| Develop a system of training government officials in key aspects of DRM, namely: roles and responsibilities; local level vulnerability and risk assessment, early warning and dissemination; needs assessment and information management; coordination; underlying disaster risk drivers (climate change & variability) | District officials trained on key aspects of Disaster Risk Management/  | MoHADM   | High   | Continuous |
| Undertake post-disaster assessment of damages, losses and impacts in disaster prone areas   | Assessment reports produced   | MoHADM   | High   | Continuous |
| Detailed hazard maps for specific hazards produced for all disaster-prone districts, especially focusing on drought, floods, cyclone and epidemics based on historical data available, and in collaboration with existing regional/international forecasting centres.   | Hazard maps produced and shared with communities, districts and humanitarian organizations.   | MoHADM   | High   | Continuous |
| Operationalize post-disaster assessment of damages, losses and impacts to inform policy development and decision making process of the government   | Post-disaster assessments undertaken informing decision of policy makers  | OPM  | Low    | Continuous |
| Outcome 1.4   |   | Increased generation and application of science and technology-based DRR solutions |        |            |
| Integrate DRR in education and training systems, with adequate resourcing and capacities  | The national curriculum and key training packages revised and included DRR aspects  | MoHADM   | Medium | 2020-2024  |
| Strengthen technical and scientific capacity to generate DRR knowledge and promote investments in innovation and technology to address DRM challenges   | Increased capacity to generate DRR knowledge using new innovative and technologically advanced ideas  | MoHADM   | High   | Continuous |
| Harness, integrate and safeguard  | Increase in using local   | MoHADM   | Medium | Continuous |

|  |  |                                |               |                 |
|--|--|--------------------------------|---------------|-----------------|
| traditional and local knowledge and practice of DRM  | knowledge in DRM for policy making   |                                |               |                 |
| <b>Strategic Objective 2</b>   | Engage and sensitize communities in risk assessment and analysis and application for decision making   |                                |               |                 |
| <b>Enabling actions</b>  | <b>Performance Indicators</b>  | <b>Responsible Institution</b> | <b>Budget</b> | <b>Timeline</b> |
| <b>Outcome 2.1</b>   | Increased awareness on disaster risk and risk management opportunities   |                                |               |                 |
| Develop and publicize posters risk mapping information in communities, including on occasions for commemorating International Day for Disaster Risk Reduction (IDDR)   | Communities commemorating IDDR with access to materials  | MoHADM                         | Medium        | Continuous      |
| Share risk mapping products with local communities to increase awareness   | Interactive maps produced and shared with communities  | MoHADM                         | Medium        | Continuous      |
| Regular dissemination of user-ready early warning information through appropriate and innovative methods to all stakeholders.  | EW information circulated regularly to local communities   | MoHADM                         | Medium        | Continuous      |
| At district and local levels, mechanisms are developed for 'last mile' dissemination of early warning.   | Communities in remote areas accessing EW information   | MoHADM                         | Medium        | Continuous      |
| <b>Outcome 2.2</b>   | Increased capacity for risk assessment, analysis and application at local level  |                                |               |                 |
| Equip national and sub-national officials, CSOs and local communities, including women and youth, with knowledge and capacity, including the use of participatory risk assessment, for monitoring and analyzing risk   | Increased local capacity and knowledge to conduct participatorily risk assessments   | MoHADM                         | Medium        | Continuous      |
| Develop and institutionalize a programme to monitor hazards, exposure and vulnerability and undertake local risk assessment, emphasizing localized recurrent risks and threats   | Hazard monitoring undertaken at local level  | MoHADM                         | High          | Continuous      |
| Document, systematize and promote use of indigenous knowledge on risk in risk identification, monitoring and assessment at the local level   | Local indigenous systems documented and adopted in risk assessment tools   | MoHADM                         | Medium        | Continuous      |
| Ensure periodic refresher courses in specific areas for the trained officials, covering roles and responsibilities; risk assessment, early warning and dissemination; needs assessment and information management; coordination with various government counterparts and the international humanitarian system; and resource mobilisation. | Refresher courses conducted for officials  | MoHADM                         | Medium        | Continuous      |
| <b>Policy Priority 2: Strengthening disaster risk governance to manage disaster risks</b>  |  |                                |               |                 |
| <b>Current status</b>  | DRM is fragmented in the country, with weak structures, and often multiple department/ministries vying with each other to take charge, causing confusion. Further, |                                |               |                 |

|   |   |                         |        |            |
|---|---|-------------------------|--------|------------|
| <b>Desired state</b>  | understanding of DRM is generally limited to post-disaster response which is often politicised, with little understanding of key principles of DRM within the government and public at large. Disaster Risk Reduction hardly gets prioritised in policies and programmes of the government. |                         |        |            |
| <b>Stakeholders</b>   | <p><b>Potential Donors: USAID, EU, DFID, SIDA, TIKA, Italian Cooperation, SDC and others</b></p> <p><b>Potential Partners: IGAD, World Bank, ADB, UN agencies, SomRep, NGOs, Private Sector and Civil Society</b></p>   |                         |        |            |
| <b>Strategic Objective 3</b>  | Formulate, improve and sustain policies, strategies, plans and legal frameworks for DRR and integrate them into sustainable development strategies  |                         |        |            |
| <b>Milestones</b>   | Performance Indicators  | Responsible Institution | Budget | Timeline   |
| <b>Outcome 3.1</b>  | Policies, strategies, plans and legal frameworks are adopted and implemented to reduce risk and strengthen resilience   |                         |        |            |
| Facilitate wide level consultations to formulate National Disaster Risk Reduction Strategy and plans based on the Sendai Framework for submission to FGS for approval.  | National DRR strategy formulated  | MoHADM                  | High   | 2020-2021  |
| Operationalize and streamline institutional frameworks with authority, capacity, financial resources and tools  | Intensive dissemination and orientation programme on relevant aspects of DRM specific to each department/ agency designed and delivered for core personnel in different institutions.   | MoHADM                  | Medium | Continuous |
| Create or reinforce national DRM platforms for increased effectiveness  | Annual National DRM Forum conducted   | MoHADM                  | High   | Continuous |
| Review public regulations, standards and codes to incorporate DRR   | SoPS developed and adopted  | MoHADM                  | Low    | Continuous |
| Enhance awareness and sensitization and support compliance and enforcement on public regulation measures for DRR  | Trainings on public regulation measures for DRR designed and adopted  | MoHADM                  | Medium | Continuous |
| In line with the DRM Policy endorsed by the Cabinet of the FGS, working with the Prime Minister's Office, formalize protocols for convening and attendance at the National Disaster Risk Management Council (NDRMC) | NDRMC meeting protocols developed, launched and regularly organized   | OPM                     | Medium | Continuous |
| Working with Humanitarian   | NDRMC protocols   | MoHADM                  | Low    | Continuous |

|  |  |                              |               |                 |
|--|--|------------------------------|---------------|-----------------|
| Coordinator, develop protocols for joint convening of National Risk Disaster Risk Management Coordination Group (DRMCG)  | developed, launched and regular forums organized   |                              |               |                 |
| At the federal level, in consultation with relevant Ministries, identify focal points in each Ministry to participate in DRMCG.  | Focal points identified and nominated  | OPM                          | Low           | Continuous      |
| Develop rules of business, SOP and job descriptions, and recruit 1-2 key staff in each of the disaster-prone regions/states.   | Key staff recruited in disaster prone states regularly reporting and attending key national meetings                             | MoHADM/<br>State Governments | High          | Continuous      |
| Agree clear lines of communication between the state disaster focal points and the federal Ministry.   | Communication protocols developed between the FGS and FMS  | MoHADM                       | Low           | Continuous      |
| Establish a National Emergency Operations Centre (NEOC) equipped with adequate technology and communication facilities, and with capacity to undertake information gathering, data collation and analysis, and dissemination of information.   | NEOC is established, equipped and is functional to facilitate information gathering and dissemination                            | MoHADM                       | High          | 2020-2022       |
| <b>Outcome 3.2</b>   | <b>Strengthened coherence between climate change adaptation and resilience strategies and disaster risk reduction mechanisms</b> |                              |               |                 |
| Align (and integrate where possible) climate change coordination and DRR coordination mechanisms   | Joint forums and meetings organized to align strategies and goals  | MoHADM                       | Low           | Continuous      |
| Translate policies and strategies into practical tools for decision-makers and practitioners and ensure it is coherent with the Somalia National Adaptation Program of Action on Climate Change (NAPA) including integrating climate change scenarios.   | Align policies and strategies with NAPA  | MoHADM                       | Low           | Continuous      |
| Foster research for evidence based advocacy and capacity building, linking disasters, livelihood patterns, natural resource management (NRM) and climate change adaptation. Promote discourse on policy and practices in these areas.  | Interventions linked with natural resource management, sustainable livelihood practices and climate change adaptation.           | MoHADM                       | Low           | Continuous      |
| Promote advocacy to ensure that resilience building and climate adaptation measures (such as the improvement/protection of water sources) is incorporated in humanitarian and early recovery programmes to enable affected populations to manage future disaster risks and climate change better . | Synergies between resilience, adaptation to climate change and humanitarian programs developed and adopted                       | MoHADM                       | Low           | Continuous      |
| <b>Strategic Objective 4</b>   | <b>Decentralize powers and resources to catalyze disaster risk reduction actions at the local level</b>                          |                              |               |                 |
| <b>Milestones</b>  | <b>Performance Indicators</b>  | <b>Responsible</b>           | <b>Budget</b> | <b>Timeline</b> |

|   |   | Institution      |        |            |
|---|---|------------------|--------|------------|
| <b>Outcome 4.1</b>  | Policies, strategies, plans, institutions and legal frameworks are put in place and operationalized to reduce risk and strengthen resilience at the local level   |                  |        |            |
| Replicate national level platforms and initiatives to the local level (as practicable as possible)  | Forums and Meetings organized at the disaster prone regions/states  | MoHADM           | Medium | Continuous |
| Each state to clearly identify/set up a nodal agency charged with responsibility for overall leadership and coordination of DRM.  | Functional DRM agency established in the region in charge of coordination   | State government | High   | Continuous |
| MoHADM to establish direct links with respective state nodal agencies and provide ongoing support in strengthening coordination.  | Ensure close coordination and working relationship between MoHADM and states  | MoHADM           | Medium | Continuous |
| Support District Commissioners in disaster-prone areas to develop appropriate coordination mechanisms at local level, involving various departments, NGOs and UN agencies working in the area.          | District level coordination meetings established in disaster prone areas  | State government | High   | Continuous |
| Ensure that half of disaster-prone districts have a disaster preparedness plans based on hazard and vulnerability mapping, with key institutions responsible for various activities clearly identified. | Capacity in districts to develop plans based on risk mapping<br>District DRM plans produced and adopted   | MoHADM           | High   | 2020-2024  |
| Allocate and facilitate investment of dedicated, adequate and predictable resources and capacity to engage with communities at risk and implement local initiatives                                     | Resources allocated for capacity building of local communities  | MoHADM           | High   | 2020-2024  |
| Promote and enhance the capacity of the community- based/managed DRM institutions   | Capacity building for communities based DRM institutions<br>Increase participation of local actors and community youth in DRM activities  | MoHADM           | High   | 2020-2024  |
| Develop the capacity of local authorities to work with community structures, civil society and other local partners to advance local DRM  | Capacity building for local authority<br>Collaboration between local authority and community  | MoHADM           | High   | 2020-2024  |
| <b>Policy Priority 3: Investing in disaster risk reduction for resilience</b>   |   |                  |        |            |
| <b>Current status</b>   | Limited resources and lack of funding allocated for disaster responses continues to affect the government's ability to carry out their constitutional mandates to respond to the national disasters. There is no national disaster risk management contingency fund that is allocated to address emergencies. Ad hoc drought committees are formed during the disasters to collect funding, with no structural system to manage the funding. The UN and International actors mobilise resources outside to undertake disaster response program. |                  |        |            |



|  |   |                                |               |                 |
|--|---|--------------------------------|---------------|-----------------|
| <b>Desired state</b>   | A disasters emergency response fund exists to enable launch of rapid response, and the fund is replenished every year.  |                                |               |                 |
| <b>Stakeholders</b>  | <b>Potential Donors: USAID, EU, DFID, SIDA, TIKA, Italian Cooperation and others</b><br><b>Potential Partners: IGAD, World Bank, ADB, UN agencies, NGOs, SomReP, Private Sector and Civil Society</b> |                                |               |                 |
| <b>Strategic Objective 5</b>   | Establish, and allocate resources for, disaster risk reduction investment plans   |                                |               |                 |
| <b>Milestones</b>  | <b>Performance Indicators</b>   | <b>Responsible Institution</b> | <b>Budget</b> | <b>Timeline</b> |
| <b>Outcome 5.1</b>   | DRR investment plan and framework is established and operationized  |                                |               |                 |
| Advocate for design of national DRR investment plan, as part of the institutional framework, incorporating public-private- partnerships  | Advocacy meetings and forums organized on the importance of establishing a DRR investment plan  | MoHADM                         | Medium        | Continuous      |
| Develop national DRR investment plan, as part of the institutional framework, incorporating public-private- partnerships   | National DRR investment Plan developed  | MoHADM                         | Medium        | 2023            |
| <b>Outcome 5.2</b>   | <b>National trust funds for DRM established</b>   |                                |               |                 |
| Advocate for the establishment of national trust fund for DRM  | Advocacy meetings and forums organized on the importance of National trust fund for DRM to engage and sensitize stakeholders  | MoHADM                         | Medium        | Continuous      |
| Establishment of the National DRM trust funds  | National DRM trust funds launched with management protocols developed   | MoHADM                         | Medium        | Continuous      |
| <b>Outcome 5.3</b>   | Increased level of disaster risk considerations in sector and cross-sector development strategies, policies, plans, programmes and investments  |                                |               |                 |
| Operationalize guidelines for mainstreaming DRR into sector and cross-sector development policies and programmes, particularly in agriculture, health and climate change adaptation, drought and desertification control   | Key policies and strategies aligned with the DRM targets  | MoHADM                         | Medium        | Continuous      |
| Advocate for social, economic, financial and sector development plans and programmes that incorporate DRR to reduce the vulnerability of populations most at risk and of economic activities (such as risk sharing, welfare protection and livelihoods stabilization, sustainable ecosystems management, resilience, rural development plans, land use planning) | Key national plans and programs incorporating DRM   | MoHADM                         | Medium        | Continuous      |
| Develop guidelines on safety of schools, hospitals and critical infrastructure   | Guidelines on infrastructure developed and adoped   | MoHADM                         | Medium        | Continuous      |



|   |  |                                |               |                 |
|---|--|--------------------------------|---------------|-----------------|
|   | in disaster prone areas  |                                |               |                 |
| Develop guidelines for DRM in settings of fragility and conflict (including climate induced conflict)   | DRM guidelines available in settings of fragility and conflict   | MoHADM                         | Medium        | Continuous      |
| <b>Strategic Priority 6</b>   | Promote risk-reducing investments, including implementing micro-insurance and social safety net programmes   |                                |               |                 |
| <b>Enabling actions</b>   | <b>Performance Indicators</b>  | <b>Responsible Institution</b> | <b>Budget</b> | <b>Timeline</b> |
| <b>Outcome 6.1</b>  | Mechanisms for micro insurance & safety net programmes established & operationalized   |                                |               |                 |
| Sensitize communities on DRM measures at local level  | Target communities are aware of DRM policies and strategies  | MoHADM                         | Medium        | Continuous      |
| Develop guidelines/procedures on microfinance and micro-insurance operations and governance   | Guidelines developed and adopted   | MoHADM                         | Medium        | 2023            |
| Increase livelihood interventions in DRM programmes of FMS, FGS and partners  | Programs and interventions implemented promoting alternative livelihood approaches   | MoHADM                         | Medium        | Continuous      |
| <b>Outcome 6.2</b>  | Increased level of disaster risk considerations in sector development and livelihood strategies, policies, plans, programmes and investments   |                                |               |                 |
| Propose laws, regulations to incentivize private sector investments in micro-finance, micro-insurance and social safety nets                        | Laws and regulations developed, approved and implemented   | MoHADM                         | Medium        | Continuous      |
| <b>Priority 4: Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction</b> |  |                                |               |                 |
| <b>Current status</b>   | There has been very little training and capacity building of officials in the country on DRM, and this applies to dedicated DRM officials across the board, as well as the district commissioners and lower level key officials who would normally be expected to be at the frontline of delivery of entire gamut of DRM interventions.  |                                |               |                 |
| <b>Desired state</b>  | Relevant DRM officials at federal and state levels and all district commissioners are well trained periodically on key aspects of DRM, namely: roles and responsibilities; risk assessment, early warning and dissemination; needs assessment and information management; coordination with various government counterparts and the international humanitarian system; climate change and variability and resource mobilisation. Besides these, lower level officials and district council members are also trained in key elements of localised disaster risk management. |                                |               |                 |
| <b>Stakeholders</b>   | <b>Potential Donors: USAID, EU, DFID, SIDA, TIKA, Italian Cooperation and others</b><br><b>Potential Partners: IGAD, World Bank, ADB, UN agencies, NGOs, SomReP, Private Sector and Civil Society</b>  |                                |               |                 |
| <b>Strategic Priority 7</b>   | Establish and strengthen emergency preparedness, response and recovery support and coordination mechanisms, capacities and facilities, including coordination centres  |                                |               |                 |
| <b>Enabling actions</b>   | <b>Performance Indicators</b>  | <b>Responsible Institution</b> | <b>Budget</b> | <b>Timeline</b> |
| <b>Outcome 7.1</b>  | Institutionalized emergency preparedness, response & recovery plans with roles & responsibilities identified   |                                |               |                 |
| Develop national strategy for effective preparedness & response that  | National strategy for preparedness and   | MoHADM                         | High          | 2022            |

|  |   |                                |               |                 |
|--|---|--------------------------------|---------------|-----------------|
| integrates DRR measures and the “Build Back Better” objective into post disaster recovery and reconstruction processes   | response developed and adopted  |                                |               |                 |
| Create and strengthen national institutions for disaster preparedness and response, including mechanisms that operationally link early warning and alerts to adequate preparedness and early response action | National institution for disaster preparedness and response established and functional  | MoHADM                         | Medium        | Continuous      |
| <b>Outcome 7.2</b>   | <b>Strengthened preparedness and capacity for risk- informed response and recovery</b>  |                                |               |                 |
| <b>Performance Indicator</b>   |   |                                |               |                 |
| Develop comprehensive preparedness, contingency & response plan  | National contingency plan developed   | MoHADM                         | High          | 2022            |
| Develop response management mechanisms, including communication systems, contingency reserves and emergency volunteers   | Response management mechanisms developed  | MoHADM                         | Medium        | Continuous      |
| <b>Outcome 7.3</b>   | <b>Strengthened link between relief, rehabilitation and recovery</b>  |                                |               |                 |
| Facilitate partnership with donors, the private sector, charities, foundations, and implementing organizations to mobilize efficient and sufficient humanitarian financing                                   | National forums and meetings strengthened   | MoHADM                         | Low           | Continuous      |
| Support consistent training of personnel & simulation exercises of response actions  | Training programs developed and rolled out  | MoHADM                         | Medium        | Continuous      |
| <b>Strategic Priority 8</b>  | <b>Establish and strengthen multidisciplinary local disaster risk management mechanisms</b>   |                                |               |                 |
| <b>Enabling actions</b>  | <b>Performance Indicators</b>   | <b>Responsible Institution</b> | <b>Budget</b> | <b>Timeline</b> |
| <b>Outcome 8.1</b>   | <b>Enhanced local level capacity for preparedness and response</b>  |                                |               |                 |
| Support mobilization of community resources to for local response and recovery   | Local initiatives collaborated with for local responses   | MoHADM                         | Medium        | Continuous      |
| Develop systems of community emergency management volunteers to perform local roles in disaster risk management  | Support the development of database, systems and collaboration guidelines for managing volunteers at local level  | MoHADM                         | Medium        | Continuous      |
| Mobilize and coordinate civil society organization, NGOs, civil society based organization & local communities for better disaster preparedness & response   | Facilitate coordination meetings, forums, and discussion civil society organization, NGOs, civil based organization & local communities for better disaster preparedness & response | MoHADM                         | Medium        | Continuous      |
| All districts have identified specific communities especially vulnerable to specific disasters (namely, drought, floods, cyclones and epidemics) and   | Vulnerability assessments conducted to map out the communities affected   | MoHADM                         | Medium        | Continuous      |

|  |   |        |        |            |
|--|---|--------|--------|------------|
| put in place appropriate contingency plans, which are updated periodically, in partnership with NGOs, UN agencies and other relevant government departments.   | by disasters  |        |        |            |
| <b>Outcome 8.2</b>   | <b>Increased community participation in and ownership of emergency response initiatives</b> |        |        |            |
| Facilitate capacity building of local responders and provide appropriate support during response, particularly for prioritized evacuation and care of women, children, older persons, and children and adults with disabilities. | Participatory workshops organized for the communities                                       | MoHADM | Medium | Continuous |
| Strengthen capacity of local authority institutions in disaster preparedness, response, recovery and reconstruction  | Local district official trained on preparedness, response, recovery and reconstruction      | MoHADM | Medium | Continuous |

## CHAPTER 4: POLICY OUTCOMES AND INSTITUTIONAL MECHANISM FOR DELIVERY

### 4.1 Disaster prevention, mitigation and preparedness

61. Good disaster risk management is about promoting a culture of risk identification at all levels and ensure that identified risks inform all plans at household, community and State levels. These are all activities undertaken before a disaster strikes. The following paragraphs outline key actions/outputs to be delivered at different levels.

#### Federal Government

62. The Federal Government will take all such measures, as it deems necessary or expedient, and/or those requested of it by State governments, for the purpose of DRM, and it will coordinate actions of the UN Agencies, international organisations and governments of foreign countries in the field of disaster risk management. The MoHADM will be the nodal Ministry for facilitating all aspects of DRM, with executive roles played by various line Ministries and Departments which will take into consideration the recommendations of the State governments in all their plans and actions. The following actions in particular will be prioritised:
- i. MoHADM will compile a comprehensive hazard zonation, vulnerability and risk assessment map for the entire country, in collaboration with Member States, FEWS Net and SWALIM, and ensure that this is disseminated to all Federal institutions, State institutions and district authorities through information, education and communication (IEC) materials and interactive workshops;
  - ii. In consultation with all Member States, MoHADM will produce a vulnerability map of socio-economic groups who are chronically vulnerable and, in partnership with the Ministry of Planning and UN agencies, develop a medium-term plan to address chronic vulnerability of these groups;
  - iii. Encourage all Federal and State institutions to consider disaster risk factors and the possibilities of reduction of risks and strengthening resilience while preparing and implementing all development projects;
  - iv. Promote campaigns and educational programmes on risk awareness and DRR through educational institutions, media campaigns and research institutions;
  - v. Identify specific agencies at the Federal and State levels charged with monitoring and conducting surveillance for specific disasters such as cyclones, droughts and floods, and identify technological gaps that need upgradation. Working with SWALIM and FEWS Net, develop technical capacity and infrastructure in high (and frequent) disaster-prone districts for forecasting, early warning and

information management;

- vi. Working with the Ministry of Water, Ministry of Agriculture and Irrigation and Ministry of Planning, identify key infrastructure projects like irrigation structures, dams, embankments, reservoirs, etc., in the most vulnerable drought/flood-prone districts and facilitate planning and resource mobilisation for construction/rehabilitation of these structures;

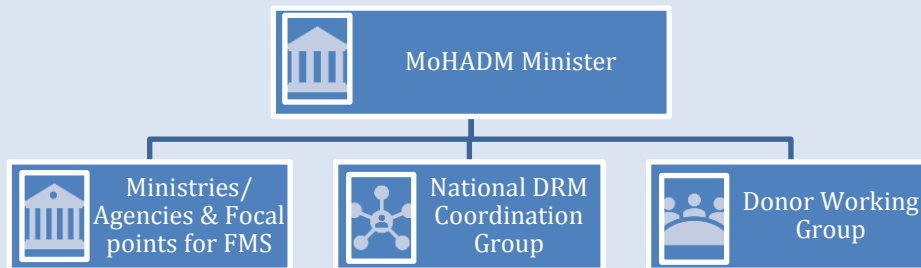
Working with relevant Ministries (agriculture, water resources), regional and international institutions, undertake a study of possible effects of climate change in the frequency and intensity of natural disasters like cyclones, floods and droughts in the coming 20 years;

- vii. MoHADM will establish a National Emergency Operations Centre (NEOC) equipped with adequate technology and communication facilities, and with capacity to undertake information gathering, data collation and analysis, and dissemination of information to all Federal Ministries, State governments, district authorities and international institutions. The NEOC will be a central facility responsible to gather, analyze, and disseminate data to all concerned agencies and individuals. The NEOC is established to enhance national emergency response capacity through effective operation of national, state and district emergency operations facilities and data systems. The center will also provide a central coordination point in response to disasters and for coordination of humanitarian assistance Prepare a contingency plan for flood, drought, conflict and cyclones and update these regularly, in partnership with State institutions, Somalia Red Crescent Society (SRCS, which is an auxiliary institution of the GOS), UN agencies and NGOs;
- viii. As part of preparedness, working with relevant department/ministry, set up stockpiles of essential relief supplies in disaster-prone regions and have in place standby agreements with suppliers of relief materials;
- ix. MoHADM will facilitate building institutional links at the Federal, State and district levels with SRCS which has branches and volunteers in all disaster-prone districts in the country;
- x. MoHADM will establish coordination structures at Federal level (Box1) and facilitate formation of similar structures at State levels, with representation from appropriate counterparts in the government, UN, SRCS and NGOs;
- xi. Develop and implement, in partnership with relevant ministry/department, systematic and mandatory training and orientation programme for all frontline district administrators/officers on various aspects of DRM.
- xii. Establish disaster risk management fund with contributions from the Federal budget.

- 63. Although Somalia has witnessed disasters on an on-going basis for a long period of time, knowledge and experience gained from dealing with these are not systematised and available to guide how the country responds to future disasters. To strengthen research aspects, the MoHADM, in consultation with scientific and technical institutions in the wider region, will set up a group of experts and practitioners from NGOs, UN and civil society to identify research needs in disaster preparedness and risk reduction, and to undertake a range of research studies. Research into indigenous coping mechanism for conflict, flood and drought hazards will be prioritised.

**Box 1: Coordination Structures at the Federal Level**

**1. National Disaster Risk Management Council (NDRMC)**



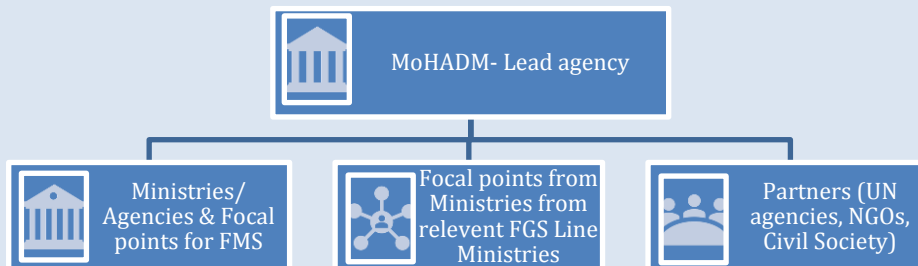
As per the Disaster Management Agency Establishment Law 2016, the NDRMC will be established as an inter-ministerial body to provide overall direction and guidance for disaster Risk management (DRM) which includes mitigation, preparedness, response and recovery, disaster risk reduction (DRR) and resilience. Its main purpose will be to ensure creation and establishment of national policy, planning and legislative frameworks for comprehensive disaster management in Somalia. Additionally, during major national disasters, the NDRMC will provide strategic oversight to disaster response operations. Chaired by the MoHADM Minister, the NDRMC will report to the MoHADM Minister. NDRMC includes the following Ministers holding various portfolios relevant to disaster management:

Ministry of Humanitarian Affairs and Disaster Management; Ministry of Agriculture; Ministry of Energy and Water Resources; Ministry of Health; Ministry of Public Works and Reconstruction; Ministry of Livestock, Forestry and Range; Ministry of Planning, Investment and Economic Development; Ministry of Labour and Social services; Ministry of Interior and Federal Affairs; Ministry of Fishery and Marine Resources; Ministry Transport and Civil Aviation; Ministry of Internal Security; Ministry of Finance; Ministry of Women and Human Rights, Ministry of Defense, Ministry of Youth & Culture and the Department of Environment within the Prime Minister’s Office.

The Ministry of Humanitarian Affairs and Disaster Management acts as chair and ex-officio Secretary of the NDRMC which meets at least twice – besides ad hoc meetings during major disasters as and when needed - a year to:

- Review national disaster management system and provide strategic advice for disaster risk reduction and emergency response management
- Promote dialogue across sectors with a view to integrate disaster risk reduction into sectorial development plans and programmes of different ministries
- Facilitate coordination of multi-hazard and multi-sectorial measures in relation to disaster risk reduction and emergency response management
- Review disaster preparedness measures and provide strategic advice
- Allocate resources for development and implementation of disaster risk management policies, programmes, laws and regulations in all relevant sectors and authorities at all levels
- Ensure adequate resource allocation to support relief, recovery and rehabilitation operations/initiatives as and where necessary
- Review disaster management plans of various Federal departments, States and DMA, if these involve funding from the National Disaster Management Fund, and approve allocations.

Recommend release of funds for special project works. The NDRMC will produce guidelines to assist the Federal Ministries, Departments and States to formulate their respective DM plans. It will approve the National Disaster Management Strategy and Standard Operating Procedure for Disaster Management which will be developed by MoHADM. It will take, or advise the MoHADM Minister to take, such other measures, as it may consider necessary, for the prevention of disasters, or mitigation, or preparedness and capacity building for dealing with a threatening disaster situation or disaster.

**Box 1: Coordination Structures at the Federal Level****2. Disaster Risk Management Coordination Group (DRMCG)**

While the NDRMC is the overall inter-ministerial body to govern and oversee disaster risk management in the country at strategic level, MoHADM will convene a coordination group comprising senior-most officials (Permanent Secretaries, Directors General/Executive Directors) of all relevant National agencies/departments, Focal points of Member States, Civil Society, Heads of United National agencies, SRCS, NGOs and Private Sector. SDMCG will meet no less than three times a year in normal times, and *at least* once every month in times of major disasters, to guide operational aspects of comprehensive DRM. The Permanent Secretary of MoHADM will act as ex-officio Secretary for the SDMCG.

In particular, the SDMCG will undertake the following:

- Coordinate various activities of all stakeholders during pre-disaster (preventions, mitigation and preparedness), disaster and post disaster phase (response, recovery, rehabilitation and reconstruction)
- During disasters, ensure coordinated needs assessments and identification of vulnerable populations, advise various agencies/departments about addressing the needs and prioritization
- Advise NDMC and MoHADM on mobilization, allocation and management of the National Disaster Risk Management Fund
- Advise NDMC and MoHADM on technical and socio-economic of aspects emergency response management and Disaster Risk Reduction
- Ensure that a comprehensive approach to risk and vulnerability assessments exists in the country, and data is gathered systematically, analysed and disseminated to relevant stakeholders at national, State and district levels
- Facilitate linkages with State disaster risk management authorities at the appropriate level and assist the latter in undertaking similar coordination at Member State level
- Propose and/or review long-term recovery plans
- Support identification of priority needs in the area of DRR and resilience, advise for allocating resources, presenting time-table for actions and monitoring and reviewing the implementation of DRR activities in line with the Sendai framework.

### **Member State governments**

64. Member States may, at their own discretion, set up separate dedicated State Disaster Risk Management Authority (DRMA) for facilitating all-round DRM in their respective States. Where a State decides not to have separate structure, it will, as a minimum, set up a disaster risk management committee (DRMC) headed by a senior level Secretary (as Chair of the DRMC) to the State government, with membership from key departments (Regional Ministries, Directors General, Heads of Departments) with direct relevance to disaster preparedness and response. The State DRMA, wherever they exist, or the DRMC, will perform the following functions:
- i. Ensure coordination between the State government and the MoHADM on all aspects of DRM and that State DRM plans are informed by relevant national guidelines and priorities;
  - ii. Compile a comprehensive hazard zonation, vulnerability and risk assessment map for the entire State and ensure that this is disseminated to all State institutions and district authorities through IEC materials and interactive workshops;
  - iii. Produce a vulnerability map of socio-economic groups who are chronically vulnerable and develop a medium-term plan to address chronic vulnerability of these groups;
  - iv. Encourage all State institutions to consider disaster risk factors and the possibilities of reduction of risks while preparing and implementing all development projects;
  - v. Develop SOP for disaster preparedness and response for action at State, district and sub-district levels, and ensure training and orientation of all relevant staff and community leaders in the SOP;
  - vi. Working with the MoHADM develop technical capacity and infrastructure in high (and frequent) disaster-prone districts for forecasting, early warning and information management;
  - vii. Identify key infrastructure projects like irrigation structures, dams, embankments, reservoirs, etc., in the most vulnerable drought/flood-prone districts and facilitate planning and resource mobilisation for construction/rehabilitation of these structures;
  - viii. Establish a State Emergency Operations Centre (SEOC) equipped with adequate technology and communication facilities, and with capacity to undertake information gathering, data collation and analysis, and generate information to all State institutions and district authorities;
  - ix. Prepare a contingency plan for flood, drought, conflict and cyclones and update these regularly, in partnership with State institutions, SRCS branches, UN agencies and NGOs.
  - x. Establish coordination structures at State level with representation from appropriate agencies (government institutions, UN, SRCS and NGOs);
  - xi. As part of preparedness, set up arrangements for drawing on stockpiles of essential relief supplies from the Federal warehouses and have in place standby agreements with supplies of relief materials;
  - xii. Ensure that the State Government has in place a Disaster Risk Management Plan which integrates measures for prevention, mitigation, establishment of early warning systems, capacity building of district authorities for DRM, and coordination with the Federal MoHADM, SRCS and international/national humanitarian organisations.
65. Community based Disaster Risk Management (CBDRM) has a crucial role to play in strengthening the overall DRM system. In Somalia, the SRCS, various NGOs and civil society organisations have been developing their own approach to CBDRM, depending on local contexts. In the absence of a coherent CBDRM framework, it becomes difficult to create synergies and get maximum benefits for hazard-prone communities out of the CBDRM efforts. Each State will be encouraged by MoHADM to develop a CBDRM framework that could be further adapted and refined at district levels.

### **District administration**

66. The role of district administration is crucial to effective DRM as the latter needs to be rooted in local plans and actions. The District Commissioner will take all measures for the purposes of disaster risk management in the district in accordance with the guidelines laid down by the State DRMA/DRMC and DRMCG. These officials will organise appropriate district planning, coordinating and implementing body for disaster risk management. In particular, District Commissioner will be responsible for the following actions:
- i. Prepare a comprehensive list of vulnerable community and hazard zonation map for the district.

- ii. Prepare comprehensive short, medium and long-term risk reduction action plans at district level, in collaboration with local authorities/*Tabeela* and ensure that district development plans are informed by systematic risk assessment.
- iii. Based on hazard and vulnerability maps, establish a disaster risk management task force comprising relevant line departments (Agriculture, Livestock, Water resources/irrigation, etc.) in the district;
- iv. Monitor local economy and livelihoods related early warning signals (for droughts, Conflicts, famines) and develop database/calendar on potential seasonal crisis, if any.
- v. Establish direct linkage with sub-district/village authorities/local leaders and ensure that database of all emergency contacts are readily available for dissemination of alerts and early warnings – all heads in flood- and cyclone-prone districts need to prioritise ‘last mile connectivity’ for dissemination of alerts and early warning from district headquarters to communities at village level
- vi. SRCS has branches in all districts and is an auxiliary to the FGS. All Heads of disaster-prone districts are required to keep regular contact with SRCS which also may have volunteers who can be mobilised rapidly in times of disasters.
- vii. Keep updated list of non-government agencies who are able to work on disaster risk management and coordinate their activities.
- viii. Prepare a list of buildings, schools, colleges, establishments etc., by conducting a regular survey annually so that people can use them during emergency (forced displacements due to conflict, cyclones, floods, etc.) as relief/temporary camps. The use of premises of educational institutions for setting up relief camps needs to be discouraged.
- ix. In districts which are affected frequently by flood, drought and cyclone, organise training workshop and mock drills once every year involving all relevant line departments at district and *Village* levels, village leaders, SRCS and NGOs.
- x. When early signs of any impending disaster appears, district task force to prepare a contingency plan, involving NGOs, SRCS, and *Village* authorities.

#### 4.2 Emergency response

67. As mentioned earlier, currently Somalia does not have any coordinated policy framework or legal basis for emergency response which is mostly provided by international organisations, local and international NGOs, religious organisations and foreign government agencies /donors, with government agencies playing a peripheral role. The government agencies have limited capacity now to add value to the response and this needs to change as the government bears primary responsibility for DRM. Further, good leadership from the government can significantly enhance the effectiveness of disaster response by multiple agencies by providing a coherent and coordinated framework that facilitates faster and more efficient delivery of response based on local needs. In this regard, the following actions will be undertaken at different levels.

#### Federal Government

68. When a disaster affects one or more States of the country, and is beyond the capacity of the State(s) to provide leadership and coordination for delivery of assistance and protection of the people, the President of the Federal Government of Somalia may, on the recommendations of the DRMC and in consultation with the Heads of Federal Member States, determine that there has been, or in all likelihood,<sup>35</sup> shall be, a severe disaster causing extensive loss of lives and assets in one or more States, and restoration of normalcy in the area will be beyond the capacity of the State(s), and in such situations, he/she will declare a *national emergency* in the affected areas. Such declaration of national emergency will be determined on the basis of four key criteria, namely: scale, complexity, urgency and capacity (of States). Specific conditions that will be required for such a declaration are:
  - i. Large scale loss of human lives and animals/livestock;
  - ii. Serious loss and damage to infrastructure, properties and livelihoods;
  - iii. Severe damage to health of population, security conditions in the area;
  - iv. Irretrievable and severe damage to the environment, along with threat to human lives, properties and livelihoods.

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<sup>35</sup> This is applicable for slow-onset disasters like severe droughts which have a potential to lead to famine. The ‘likelihood’ will be determined by several indicators /trends (like failure of crops, large-scale death of livestock, involuntary migration on a large scale, hyper-inflation, etc.) tracked over a period of time, usually over a few months.



69. Declaration of '*national emergency*' will be made initially for a period of three months, which may be extended by another three months by the President on the advice of NDRMC. Once a national disaster is declared, NDRMC and SDRMCG will take the lead and perform such tasks as are necessary (Box 1 above). When a disaster is not 'national' in scale and is localised in one or more States, SDRMCG and MoHADM still bear the responsibility to provide, at the request of the State(s), all necessary support and guidance to the State institutions and assist them in delivery of effective response.
70. During all disaster response, the Permanent Secretary of MoHADM will continue to chair the national coordination group meetings which may meet more frequently than during mitigation and preparedness phase. The Chairman will ensure that government agencies coordinate at appropriate levels with the international humanitarian system (Clusters, OCHA, Humanitarian Coordinator).
71. In the event of major disasters, lead the process of undertaking damage and loss assessment, in partnership with international organisations, and identify priority needs for short, medium and long term response.
72. Launch disaster appeal immediately after a major disaster and periodically update /adjust the appeal deepening on needs assessment data as these emerge. Use the disaster risk management fund with contributions from the Federal budget and the donations from foreign countries, international organisations and other regional organisations to respond to the emergencies.
73. NDRMC will develop allocation criteria and rules for utilisation of the disaster risk management fund and oversee its administration by the MoHADM.

#### **Member State governments**

74. States, which do not have separate structure for DRM, will set up a disaster risk management committee (DRMC) headed by a senior level Secretary (as Chair of the DRMC) to the State government, with membership from key departments (Directors General, Heads of Departments) with direct relevance to disaster preparedness and response. Immediately on issuance of disaster alert, the State government will notify that the DRMC Chair will act as In-charge of Incident Command System (ICS) and will be the main point of contact for DRMCG and the district administration. He/she will be given appropriate authority to instruct relevant departments for mobilisation during emergency. The ICS (or relevant DRMA, if one exists) will undertake all activities necessary to coordinate and assist relevant line agencies/departments in responding to a disaster. The ICS will liaise with the Permanent Secretary of MoHADM who is ex-officio Secretary of the DRMCG for guidance and support from the FGS. The Head of the ICS or DRMA will undertake the following tasks in times of emergency:
  - i. Take charge of coordinating the disaster response and set up a Disaster Risk Management Team (DRMT) made up of personnel from various departments/agencies to assist in the management of the disaster.
  - ii. Conduct situation assessment and advise appropriate authorities and agencies
  - iii. List local responder and resources availability
  - iv. Develop a disaster risk management plan and priorities in conjunction with members of the DRMT
  - v. Establish direct links with and provide necessary guidance and support to the district administration
  - vi. Assign tasks to DRMT, response agencies and supporting services
  - vii. Coordinate with MoHADM and donors for resources and support.
75. The States will activate their SOP for disaster response as soon as it is known that a disaster has occurred, and will notify the MoHADM. Appropriate coordination mechanism involving various State institutions, businesses, NGOs and UN agencies in the State will also be set up. If Clusters/Sectors are activated, the State DRMA or officer-in-charge (OI) of ICS will co-chair the cluster/sectorial meetings with OCHA/UN.
76. State governments will use the Disaster Risk Management Fund with allocations from the State and Federal Government, contributions from foreign countries, international organisations and other regional organisations, as well as contributions and donations from local businesses and well-wishers to respond to the disasters. The Fund will be administered by the DRMA, if one exists, or by the Officer In-charge of ICS under the framework of financial audit of the government.
77. The temporary relief camps will have adequate provision of drinking water and bathing, sanitation and essential health care facilities. Wherever feasible, special task forces from amongst the disaster affected

families will be set up to ensure involvement and participation of communities in their own relief and rehabilitation. Efficient governance systems like entitlement cards, laminated identification cards etc., will be developed as a part of uniform humanitarian governance practices through the respective DRMA.

#### **District administration**

78. As soon as it is known that a disaster has occurred in the district, notify the State DRMA or Officer In-charge of ICS and MoHADM.
79. Establish a control room in the district headquarters<sup>36</sup> and keep contact with the NEOC at the MoHADM and State Control Room. Issue warning notice to all concerned for preparedness to meet possible emergency, and ensure that the people at risk have been warned through communication and dissemination system established at the preparedness stage. This will include: instruct concerned agencies to hoist appropriate warning signal at specified place; arrange wide publicity of danger signal among people of the area and ensure that the disaster signals are received by people of disaster-prone areas; alerting all contacts at sub-district and village levels.
80. Operate emergency rescue work with the facilities locally available and coordinate with other agencies mobilisation of rescue teams for rescue operations in severely affected areas.
81. Arrange and direct local population at risk of being hit by floods and cyclones which may be life-threatening to evacuate<sup>37</sup> to safer locations /relief camps as soon as alerts are issued, ensuring that safe centres/relief camps/emergency shelters are set up in the district are managed to prevailing local guidelines and Sphere standards of humanitarian response in terms of provision of protection and meeting minimum basic needs of the displaced. Where large number of people are moved to camps or common buildings, ensure prevention, protection and healthcare of people to stop any spread /outbreak of infectious diseases.
82. Convene regular meetings of all relevant agencies (relevant district line departments, SRCS, NGOs, religious organisations) to ensure coordination, resolution of operational bottlenecks, and identification of gaps. Representatives of affected communities may also be invited to these meetings. The district administration may also instruct sub-districts to convene similar meetings at local level.
83. Ensure that needs assessments carried out in the district are coordinated and information collated systematically, and needs assessment data are fed back into relevant disaster response plans. Verify statistics relating to loss to determine priority and requirements through emergency survey by officials or any other competent persons.
84. Take necessary measures for ensuring the security of the local and external relief workers during disaster and ensure access to disaster-affected communities and overall security of women, children and persons with disability during disaster (residing in safe centres/shelters and other places).
85. Allocate and distribute to sub-districts and villages, relief materials received from State government or DRMA according to necessity as per directives issued from DMB and district authority.
86. While focusing on emergency relief, attention may also need to be paid to rapid rehabilitation of key infrastructure like functioning government offices (if these were affected), roads, healthcare facilities, etc., as these are essential for providing relief.
87. Prepare contingency plans for rehabilitation work carefully based on priority measures for risk reduction at district level.

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<sup>36</sup> It is understood that in Somalia, districts have early warning centres. These may suffice as control rooms if they can undertake, besides providing early warning, information gathering and dissemination, as well as providing the ICS with up-to-date data on evolving needs and response.

<sup>37</sup> The evacuation may also involve assisting people to transfer their essential resources (livestock, poultry, essential food, kerosene, candle, matches, fuel, radio, etc.) to safe places.

### 4.3 Recovery and reconstruction

#### Federal and State governments

88. The duration of emergency response cannot be pre-determined as this would vary in different situations. It is to be noted that this duration may not be the same as the duration for which the President declares a 'national emergency'. The transition from emergency response to recovery is never a compartmentalized affair, with clear timelines for when one ends and the other begins. Recovery activities (more appropriately called early recovery) can commence while emergency response is still ongoing – for example, rehabilitation of a school or hospital immediately after a flood, or assisting farmers with seeds, tools and cash assistance. Usually, emergency response should begin to peter out as the trigger for response - immediate threat to life, property and livelihoods – starts to fade away, though the threat does not disappear totally, and that is when full-scale recovery and reconstruction begins. In the latter phase, some of the incident management apparatus put in place for emergency response may begin to lose relevance as technical /specialized agencies begin to plan and implement their interventions, though need for coordination and information sharing among agencies will still remain. The DRMA or DRMC may, in consultation with all stakeholders, decide to meet less frequently, and leave individual agencies to carry on their work keeping the Chairman informed.
89. As the relief work gets moving and once a thorough damage and loss assessment has been undertaken, the NDRMC and Member State(s) need to spell out a clear policy for recovery which outlines all aspects of transition from relief to recovery (or early recovery), rehabilitation, reconstruction, return, resettlement and reintegration (in case of displaced). The policy will outline modus operandi, a clear resourcing plan and time-frame within which rehabilitation and recovery will take place. Aspects warranting attention will be restoration of public services, infrastructure and essential government services (if these were destroyed), roads, housing, drinking water sources, provision for sanitary facilities, availability of credit, supply of agricultural inputs, livelihoods restoration, restocking of livestock (where livestock have been lost).
90. In the case of devastating disasters which displace people, where extreme weather conditions can be life-threatening or when the period of stay in temporary shelters is likely to be long and uncertain, construction of intermediate /transition shelters with suitable sanitary facilities will be undertaken to ensure a reasonable quality of life to the affected people. The design of such shelters will be eco-friendly and in consonance with local culture. It would be desirable for DRMAs/DRMCs to plan during periods of normalcy, the layout of transition shelters which is cost-effective and as per local needs with multi-use potential. This will be a transition phase only, as people wait for full-scale reconstruction of their habitat.
91. In the aftermath of any major disaster, generally a demand always arises to generate temporary livelihood options for the affected community and the State Governments should recognise this aspect in their DRM planning process. Any such option must ensure that the assets, infrastructure and amenities created are hazard resistant, durable, sustainable, and cost-efficient. State governments will have to lay special emphasis on the restoration of permanent livelihood of those affected by disasters and special attention to the needs of women-headed households, farmers, communities practicing transhumance and people belonging to marginalised and vulnerable sections.
92. Governments must ensure that relevant official records with respect to land titles, ownership and tenancy rights to properties, and ownership of bank accounts etc., are retrieved or reconstructed, if these were destroyed, as these will be crucial to individual household's recovery.

#### 4.4 Refugees and internally displaced

93. As mentioned previously, Somalia has over 2 million people displaced and now living as IDPs within Somalia, or as refugee in the region. In the past one year, many refugees have begun to return, either voluntarily or being forced by circumstances. Many of the returnees and displaced are living in crowded conditions in some of the towns, including Mogadishu which hosts over 400,000 IDPs/returnees.
94. Finding durable solutions for internally displaced persons focuses on restoring their rights, thereby ensuring that they no longer have any specific assistance and protection needs that are directly linked to their displacement and can enjoy their human rights without discrimination on account of their displacement. The

Inter-Agency Guiding Principles<sup>38</sup> state that IDPs should have access to a durable solution. A durable solution to internal displacement can be achieved through:

- i. A sustainable *reintegration* at the point of origin (return);
- ii. Sustainable local *integration* in the area where IDPs have taken refuge;
- iii. Sustainable *resettlement* elsewhere in the country.

95. The National Commission for Refugees and Internally Displaced (NCRI) under the MoHADM<sup>39</sup> will prioritise the issues of IDPs and returnees and develop plan of action for a durable solution, in partnership with UNHCR, International Organisation for Migration (IOM), urban authorities and other organisations. Regardless of whichever solution is chosen, for all IDPs, it is essential for the State to provide them access to, and replacement of, personal and other documentation, and effective remedies for displacement-related violations, including access to justice, reparations and information about the causes of violations.<sup>40</sup>

#### 4.5 National Disaster Risk Management Fund

96. The Federal Government will establish a National Disaster Risk Management Fund (NDRMF), with contributions from the FGS, local organisations, businesses and international donors. The Fund will be managed by the MoHADM with oversight from the NDRMC, and as per the regulation of National Audit office. The Fund shall be allocated and utilised for the following purposes:

- i. Implementation of disaster preparedness activities when there is a high probability of disaster;
- ii. Launching emergency/life-saving response;
- iii. Short-term rehabilitation measures and planning of recovery/reconstruction activities.

97. Proposals for funds may be submitted by line departments of the FGS, State DRMAs/DRMCs, or similar Competent Authority of a State government, which will be vetted by MoHADM before recommending these to NDRMC for approval.

98. In consultation with the Office of National Auditor, MoHADM will develop financial reporting and audit procedure that will be applicable to this Fund, and ensure that audited reports of financial utilisation and compliance are submitted to the NDRMC periodically which, in turn, will make these reports showing allocation and expenditure available to public and donors.

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<sup>38</sup> Inter-Agency Standing Committee (2010). Handbook for the Protection of Internally Displaced Persons, June 2010, <http://www.unhcr.org/refworld/docid/4790cbc02.html>

<sup>39</sup> According to the SoDMA's Legal Establishment Act, this is SoDMA's legal responsibility as of 26 June 2016.

<sup>40</sup> United Nations High Commissioner for Refugees (2011). UNHCR Resettlement Handbook, Revised edition, July 2011

## CHAPTER 5: MONITORING AND EVALUATION

99. The MoHADM will review implementation of the policy through an annual consultation process involving all relevant Member State agencies (i.e., either DRMA or DRMC), relevant Federal Ministries, relevant UN agencies especially OCHA and HC, NGOs and civil society organisations. The review will involve assessment of progress made in relation to the guiding principles underpinning the policy (section 3.2). The consultation will involve a day-long workshop style discussion to bring out perspectives of different stakeholders on performance backed by evidence, facilitated by an external facilitator, followed by rating of performance against the guiding principles on a scale of 0-3 (0-No progress; 1: Poor progress; 2: Satisfactory progress; 3: Good progress) and identifying action points for the following year. In specific terms, this review will involve examining the questions listed in Table 1 below:
100. MoHADM and its implementing partners will collect data on the performance indicators in the policy program of action. Performance is defined against the 8 strategic objectives and under each objective there are 2-3 outcomes and each has a well-defined milestones. The performance indicators are simple, clear, and credible. They are drawn from and aligned with national and regional indicators which form part of national, regional and international priorities. Each of the strategic objective(s) is contributing towards one of the four policy priorities and will be captured under MoHADM reporting plan.
101. Reporting will be twice per year. Deeper more analytical information is likely be sought in some of the indicators. Where possible, existing projects and programs can be used to report against performance indicators. Reporting progress at the local, regional and federal level is ideal, allowing all levels of society to monitor and supervise progress. MoHADM as Secretary to the National Disaster Management Council will compile performance results at the State and Federal levels. In turn, they will coordinate with the relevant line ministries and report against the NDP9 to ensure the information is coordinated with and supports these national initiatives.

**Table 1: Annual review of performance against guiding principles**

| Guiding principles   | Review questions   | Rating | Action points/ Lessons |
|--|--|--------|------------------------|
| <b>State responsibility</b>  | 1. Has there been any progress in relation to the Federal State and Member States demonstrating willingness and ability to greater responsibility for DRM?<br>2. Are mechanisms and structures in place to respond quickly and effectively to disasters?<br>3. Has the Government (Federal/ States) demonstrated serious attempt to ensure protection of civilians affected by disaster?   |        |                        |
| <b>Clear division of roles and responsibilities between different levels of government</b> | 1. Are rules of business in place at the Federal level and State levels to clearly define roles and responsibilities for DRM?<br>2. At the State level, are focal points for managing disasters clearly identified and communicated to all districts and villages?   |        |                        |
| <b>Based on local risk assessments and capacity</b>  | 1. Have States mapped hazards and vulnerabilities in their respective areas, and have they identified the most vulnerable population?<br>2. To what extent States have acquired capacity to undertake systematic needs assessment?<br>3. Has the Federal State identified States/district that are highly vulnerable and where it may need to proactively support the State/district authorities to address protracted crises?<br>4. Have critical infrastructure (health facilities, embankments, dams) in vulnerable areas been identified and measures taken to by the government to protect these? |        |                        |

**Community participation and resilience**

1. Has the Federal government supported States in building their capacity to undertake/promote systematic community engagement in DRM?
2. Are there tools and mechanisms developed and adopted at district and *Village* levels to undertake systematic community disaster risk assessments?
3. Do local authorities incorporate risk assessment in planning development projects?
4. Are concerns of women in particular identified and addressed in risk reduction and disaster response activities?
5. Are concerns of the particularly vulnerable members (including women, youth and people with disabilities) of the community addressed in DRR and disaster response activities?
6. Has indigenous knowledge been sufficiently integrated in DRR and disaster response activities?

**Coordination and partnership**

1. Is the Federal government able to provide effective coordination at national level?
2. Are there well-established coordination mechanisms at State and district levels?

**Neutral and non-discriminatory**

1. Has the government demonstrated the principle of neutrality and non-discrimination with regard to its disaster response and prioritisation of assistance?

**Responsibility of Government to protect**

1. Has the Federal government developed a clear plan of action to deal with returnees and IDPs?
2. Has the Federal government supported the States in their capacity development to provide duration solutions to the displaced and returnees?
3. Are governments taking appropriate measures to prevent further displacement of population?

102. The workshop proceedings will be minuted in detail to bring out specific examples of performance or non-performance and lessons that will form the basis for developing action plans for subsequent period. For assessing performance against the outcome areas (sections 4.1-4.5), a mid-term review (MTR) by an independent evaluator will be undertaken at the midpoint of this plan which will examine how the Government has delivered on its specific commitments at different levels of government. This would be an objective study based on empirical evidence. Detailed terms of reference for this MTR will be developed at the end of second year of implementation of this plan.