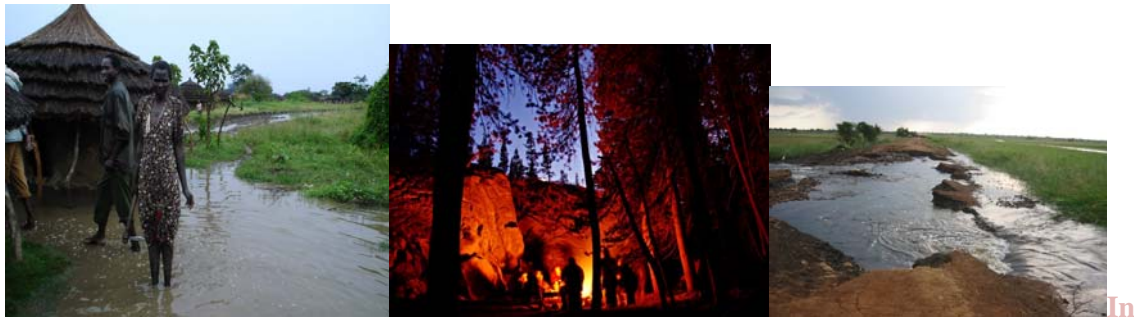




**THE REPUBLIC OF UGANDA**

**THE NATIONAL DISASTER RISK REDUCTION AND MANAGEMENT POLICY**

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**AUGUST 2007**

**OFFICE OF THE PRIME MINISTER-DEPARTMENT OF DISASTER  
PREPAREDNESS AND REFUGEES**

**TABLE OF CONTENTS**

BACKGROUND .....vi

CHAPTER ONE..... 1

1 THE POLICY FOCUS ..... 1

    1.1 Policy Statement ..... 1

    1.2 Policy Mission..... 1

    1.3 Policy Goal..... 1

    1.4 Key Policy Objectives ..... 2

    1.5 Guiding Principles ..... 2

    1.6 International and regional instruments..... 4

2 INSTITUTIONAL FRAMEWORK..... 5

    2.1 Institutional structure ..... 6

        2.1.1 President..... 7

        2.1.2 The Lead Agency for Disaster Risk Reduction and Management ..... 7

        2.1.3 The Inter-Ministerial Policy Committee (IMPC) ..... 8

        2.1.4 National Platform for Disaster Risk Reduction and Management (NPDRM) ..... 9

        2.1.5 Disaster Risk Reduction and Management at District Level..... 10

        2.1.6 Sub-County Disaster Risk Reduction and Management Committees ..... 11

        2.1.7 Village Disaster Risk Reduction and Management Committee (VDRRMC) ..... 12

        2.1.8 Non- Governmental Organizations and CSOs..... 13

        2.1.9 The Private Sector..... 13

        2.1.10 Community..... 13

    2.2 Emergency Response Structure ..... 14

        2.2.1 National Emergency Operations Centre..... 14

        2.2.2 District Emergency Operations Centres ..... 15

        2.2.3 Fire brigade..... 15

CHAPTER THREE ..... 16

3	STRATEGIES AND MECHANISMS .....	16
3.1	Strategies .....	16
3.1.1	Risk Assessment and Identification .....	16
3.1.2	Institutional and Community Capacity Building .....	16
3.1.3	Building Institutional Linkages from Top To Grassroots Level .....	17
3.1.4	Formulating Disaster Risk Reduction and Management plans.....	17
3.1.5	Effective Use Of Media And Communication Mechanisms.....	17
3.1.6	Integration of Disaster Risk Reduction and Management in School Curriculum .....	18
3.1.7	International Partnership And Co-Operation .....	18
3.1.8	Co-ordination with UN, Red Cross and other bodies .....	18
3.1.9	Research, Documenting and Learning from experiences.....	18
3.1.10	Conduct Mine Risk Education And Awareness Raising .....	18
3.2	Mechanisms .....	19
3.2.1	Purchase Of Equipment And Machinery .....	19
3.2.2	Early Warning .....	19
3.2.3	Human Resource Training And Development .....	19
3.2.4	Good Governance.....	19
3.2.4.1	Urban planning .....	19
3.2.4.2	Gazetting Disaster Prone Areas .....	19
3.2.4.3	Defining and Enforcement of Standards of Goods and Services .....	20
3.2.4.4	Integrating Disaster Risk Reduction in Emergency Response.....	20
3.2.4.5	Resource Mobilisation .....	20
3.2.5	Local Government Compliance.....	20
	CHAPTER 4.....	21
4	CROSS SECTORAL LINKAGES.....	21
4.1	Land use Policy and Planning.....	21
4.2	Disaster Risk Reduction Information Management.....	21

4.3	Water Resource Conservation and Management .....	21
4.4	Climate and Environment .....	21
4.5	Gender Integration .....	22
4.6	Education, Training and Public Awareness .....	22
4.7	Population .....	22
4.8	HIV/Aids .....	22
4.9	Drought risk reduction .....	23
4.10	Human rights.....	23
4.11	Monitoring and Evaluation .....	23
5	LEGAL FRAMEWORK.....	24
5.1	Disaster Management Act .....	24
5.2	Disaster Declarations .....	24
5.3	Incentives and punitive measures .....	25
5.4	Making Regulations.....	25
5.5	Financial Provisions.....	25
5.5.1	Disaster fund.....	26
5.5.2	Administration of the fund .....	26
5.5.3	Estimates .....	26
5.5.4	Accounts, audits and annual reports.....	26
6	MONITORING AND EVALUATION .....	28
6.1	Objectives.....	28
6.2	Strategies .....	28

## **FOREWORD**

To be written by OPM

## **PREAMBLE**

Global trends indicate that disasters especially in Africa are on the increase. The occurrence of drought in Africa has increased over time. What used to be a 10-year drought cycle has been reduced to a three to five year cycle and the Sahara Desert is expanding. According to the second report of the Africa working group on climate change, the continent is already warmer by 0.5°C than what it was 100 years ago as a result of global warming. The International Panel on Climate Change has reported that African countries are among the most vulnerable; the least prepared, and have the most to lose if global warming continues unchecked.

Uganda's economy and level of development has been steadily improving mainly through utilising its abundant natural resources. The thrust of her development policies is social-economic transformation through modernisation of agriculture and industrialisation. At the same time, Uganda has a high population growth rate; her population almost doubles every 10 years.

Alongside the development process, Uganda has witnessed both human, and naturally, induced disasters, yet it has eminent gaps in its approach to the reduction, prevention and response to disasters. As a result, national development gains are at risk. The key gaps are in institutions, risk identification, knowledge management, governance, emergency response.

Moreover with increased development, industrialisation, urbanisation and high population growth, sound planning is a requirement to ensure that development is sustainable and not predatory. It also calls for deliberate efforts to ensure that development does not increase the country's susceptibility to disasters. There is also international consensus that effective planning must consider the nexus between disasters and development. All these factors combined, require that the country adequately prepares for hazards that translate into disasters hence the need for a National Disaster Risk Reduction and Management Policy which is in harmony with her medium and long term development ambitions and strategies. The Office of the Prime Minister shall prepare guidelines for operationalising this policy.

## **BACKGROUND**

### **UGANDA'S DISASTER PROFILE**

#### **OVERVIEW**

Uganda has witnessed various naturally triggered and human induced disasters. Examples of these disasters are earthquakes, landslides, floods, construction accidents, fires, wars, drought and pests. The sites prone to natural hazards in Uganda include mountain and hill slopes, rift valley areas, lake shores and river banks. Unfortunately, the level of preparedness to such disasters is inadequate leaving the country highly vulnerable to the consequences of disasters. The relief and rehabilitation phases of disaster response have previously been the main focus of disaster management in Uganda. However, with the challenges that development poses to the country, Disaster Risk Reduction and Management is embraced and this underpins the formulation of this policy.

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

##### **a. Hail storms**

Whereas Uganda is less prone to tropical cyclones and hurricanes, it is highly susceptible to hail storms characterised by heavy tropical rains, strong and violent winds and hailstones. All parts of Uganda are prone to hailstorms in varying degrees. Hailstorms result in immense destruction of crops, animals, public infrastructure and human settlements leading to deaths and disruption of social services. Hailstorms are associated with flooding and related public health hazards.

##### **b. Floods**

The areas prone to floods are Kampala, Northern and Eastern parts of Uganda. Floods usually occur in periods of intense rainfall and el-Niño phenomena. Floods build up slowly and are seasonal. They cause physical damage by washing away structures, crops, animals and submerging human settlements. Casualties and deaths may occur from drowning. Floods destroy public health facilities such as water sources, sanitation facilities, leading to outbreaks of water born diseases and malaria, hence compounding community vulnerability.

There is need to minimize risks by forecasting, seasonal patterns, capacity of the drainage basin, flood plan mapping, surveys by air and land as one of the means to develop this system. Flood detection and warning systems should be developed and community participation and education, search and rescue, medical assistance, disaster assessment, short term food and water supplies, water purification, epidemiological surveillance and temporary shelter should be provided.



### **c. Landslides**

In Uganda, areas prone to landslide include Kabale, Kisoro, Mbale, Sironko, Kapchorwa and districts in Rwenzori region. A landslide is the down slope transport of soil and rock resulting from naturally occurring vibrations, changes of water content or removal of lateral support. Landslides are very difficult to predict but their frequency and extent can be estimated by use of information on the area's geology, geomorphology, hydrology, climate and vegetation. The adverse effects of landslides increase when communities settle on steep slopes characterised by soft soils in mountainous areas or at the base of such slopes.

In the mountainous and seismically active areas of western Uganda, landslides have been a major type of disaster, landslides create physical damage as usually anything on top of or in the path of it will suffer damage, they cause heavy casualties including burying people, destroying their crops and interfering with communication systems like roads, railways and waterways and, generating debris.

### **d. Drought**

Drought is the prolonged shortage of water due to dry weather conditions. In Uganda, the most prone areas are districts in the cattle corridor stretching from Western and Central to mid Northern and Eastern Uganda. Drought leads to crop failure, famine, and when severe it results to human and livestock deaths. Due to global warming and deteriorating regional weather conditions, many parts of Uganda are receiving less rainfall than they used to. The water table has gone down and water levels in major lakes have reduced. The Sahara Desert is expanding further south making Uganda more prone to drought and water shortage. Disaster preparedness in this respect calls for policies and deliberate efforts to strengthen meteorological centres so as to provide accurate and timely weather forecasts but also to integrate environmental conservation in national development planning.

### **e. Pests**

Pests are a major problem in Uganda both during the growing and post harvest seasons. Pest numbers increase due to one or a combination of ecological factors including temperature, monoculture, introduction of new pest species, overcoming genetic resistance in host, overcoming pesticide effects, poor weather patterns, and migration. Pests lead to damage of plants and harvested crops, consequently leading to food shortages, famine and economic stress; examples of the common pests in Uganda are banana weevil, coffee wilt and cassava mosaic which have strained yields.

Risk can be reduced through pest monitoring which determines whether application of a pesticide will be cost effective, by examining the stages of development of the crop and the pest and, by determining the economic threshold. An integrated pest management approach

should be developed employing appropriate methods of physical control, cultural control, crop plant resistance, biological control, chemical control and possibly eradication.

#### **f. Epidemics**

In the past, Uganda has experienced diseases such as small pox, meningitis, cholera, HIV/AIDS and Ebola. Crop and livestock epidemics also constitute hazards in Uganda as they lead to social and economic loss. Diseases normally increase due to animal and human migrations and lack of preparedness. It's important to note that some diseases are human induced through the different interactions they have with the environment. For instance, some of the diseases develop out of laboratory accidents. Uganda also needs to prepare for the occurrence of other health related hazards such as radiation, strong tropical winds and the increased threat of global warming.

Epidemics continue to occur and comprehensive action is required to deal with them. Some of the activities that need to be enhanced include structuring emergency health service and integrating this with other disaster services, preparing contingency plans with inventory of required resources, establishment of an early warning system through routine surveillance and training in emergency operations.

#### **g. Earthquakes**

According to available seismic information, many parts of Western and Central Uganda are prone to seismic activity. Existing technology indicates that the probability of occurrence of an earthquake can be determined but not its exact timing; therefore preparedness for disasters related to earthquakes is vital. In 1994, for example a strong earthquake hit districts in Rwenzori region affecting over 50,000 people. As the level of development in Uganda goes up, people are likely to construct high-rise structures thereby increasing the country's vulnerability to seismic related hazards. The year 2007 has been characterised by numerous waves of earthquakes. This has caused fear in several people; this fear can only be associated with the ill level of prevention and preparedness in the development ventures that have been undertaken. Media reports from the East African region have pointed out that most people do not want to work in high-rise buildings in the towns of Nairobi and Arusha. It is, therefore, evident that Uganda needs to reinforce its present level of preparedness for the occurrence of disasters of all forms.

Past occurrences of earthquakes in this region indicate a necessity of preparedness to mitigate their effects. In particular, forecasting based on monitoring of seismic activity, and historical incidence and observation can be carried out. Further more, risk reduction measures such as public awareness and training, reduction of structural vulnerability through construction of resistant shelters based on enforceable building codes, and earthquake warning and preparedness programmes must be carried out. There is, therefore, need for response measures such as emergency relief and medical assistance, search and rescue ability, and repair and reconstruction.

#### **h. Volcanic eruptions**

Vulcanicity is the forceful eruption of molten rock and debris from underneath the earth's surface as a result of intense heat created by tectonic movements. Uganda is located in the middle of both the Eastern and Western Rift Valleys. Thus, many parts of Western and Eastern Uganda are prone to volcanic eruptions. While most of the volcanoes in Uganda are inactive, some are still fairly active. Mt. Elgon is reported to be potentially active. Again, volcanoes in Kisoro are in the same region with the active ones in Goma. Volcanic eruptions are slow and can be predicted. They spread over a large area, lead to deaths and destroy property, settlements and community infrastructure.

#### **i Lightning**

Lightning has a serious effect on livestock, agricultural production and other investments. In some cases they have destroyed human lives. The districts that are prone to hailstones and heavy storms are largely susceptible to the consequences of lightning. In addition, construction of housing should provide for gadgets against lightning if disasters resulting from the latter are to be mitigated.

#### **j. Wars**

Since independence, Uganda has been characterised by successive internal armed conflicts which have led to massive human displacement. In 1979, about 300,000 persons were forced into exile by the war that toppled President Idi Amin and the political unrest thereafter. Between 1981 and 1986, a civil conflict raged in Buganda region; it is estimated that over 500,000 people were displaced and another 500,000 lost their lives. From 1986 to 2007, insurgency raged in the Northern and Eastern parts of the country and an estimated 2 million people were internally displaced. In addition to civil wars, the Karamojong have also destroyed lives and other investments through their custom of cattle rustling. Therefore, armed conflicts remain a major hazard in Uganda.

#### **k. Terrorism**

Uganda is located in the heart of the Great Lakes Region which has been a centre of armed conflict and scene of large scale terrorist attacks. In the late 1980s and early 2000, Kampala witnessed a wave of urban terrorism which left a couple of people dead and others wounded. The simultaneous attacks on American Embassies in Nairobi and Dar-es-Salaam in 1998 are an illustration of Uganda's vulnerability to terrorist attacks. The need for prevention and preparedness for such occurrences should be epitomised by our security systems.

### **l. Industrial and Technological Disasters**

Uganda's long term vision emphasises social economic transformation through industrialisation and agriculture modernisation. Industrialisation increases the risk of industrial hazards such as large scale chemical spillage, pollution and industrial accidents.

There is therefore, need to develop a plan for awareness and preparedness for emergencies at the local level in all areas near such installations. Capacity to evaluate the affected populations is also required.

### **m. Transport related accidents**

The most frequent category of accidents has been road accidents, aviation accidents have not been reported since Uganda owns no airline of its own. But given that Uganda is developing and that her population doubles almost every decade, transport volume will also increase translating into increased road, air, water, and rail use. The numerous water transport accidents on Lake Victoria and Lake Albert are just examples.

### **n. Fires**

Fires are common in industries and human dwellings. Most of the fires are caused by haphazard electric wiring and poor construction standards. Industries, schools, congested human settlements and markets have been common scenes of fire outbreaks. The fire risk may be higher with Uganda's exploitation of its oil, gas and petroleum resources which are highly inflammable.

### **o. Mines and Explosive Remnants of Wars**

Mines are commonly used in contemporary wars. They are ammunitions designed to be placed under, near the ground or any other surface to be exploded by the presence, proximity or contact of a person or a vehicle. Both anti tank and anti personnel can cause death injury to humans and animals

On the other hand explosive remnants of wars refer to all ammunition(bombs, shells, mortars, grenades etc ) that are fired during fighting but fail o explode. These items lie dangerously on the ground but can explode anytime upon detonation. Usually children are most vulnerable to these vices due to ignorance of the danger of these items.

Apparently these gadgets are dangerously isolated in most of the place that have witnessed war, more important ids the long-term danger they pause to the communities that live in these areas.

**p. Cattle Rustling**

Cattle rustling have been experienced in the North, North East and Eastern parts of Uganda. It is characterized by one community raiding cattle from another. This has led to deaths and displacement of persons in search for safety.

**LIST OF ACRONYMS**

AU	-	African Union
CAO	-	Chief Administrative Officer
CSOs	-	Civil Society Organisations
DDRRMC	-	District Disaster Risk Reduction and Management Committees
HFA	-	Hyogo Framework for Action
IDPs	-	Internally Displaced Persons
IGAD	-	Inter Governmental Authority on Development
IMPC	-	Inter Ministerial Policy Committee
IPCC	-	Inter- governmental Panel on Climate Change
LC	-	Local Councils
M&E	-	Monitoring and Evaluation
MLHUD	-	Ministry of Lands Housing and Urban Development
MGLSD	-	Ministry of Gender Labour and Social Development
NGOs	-	Non-Governmental Organisations
NPDRM	-	National Platform for Disaster Risk Reduction and Management
UN	-	United Nations
UNDAF	-	United Nations Development Assistance Framework
UNOCHA	-	United Nations Office for Co-ordination of Humanitarian Affairs
OPM	-	Office of the Prime Minister
OVC	-	Orphans and vulnerable children
PEAP	-	Poverty Eradication Action Plan
SCDRRMC	-	Sub County Disaster Risk Reduction and Management Committee
VDRRMC	-	Village Disaster Risk Reduction and Management Committees

## **DEFINITION OF CONCEPTS**

### **a. Disaster**

A disaster is a serious disruption of society causing widespread human, material or environmental losses that exceed the capacity of the affected society to cope unaided. A disaster is triggered by a hazard and the magnitude of its effect depends on society's coping capacity and vulnerability.

### **b. Hazard**

A hazard is a phenomenon that has the potential to adversely affect human life and activity to the extent of causing a disaster. Examples of hazards in Uganda are drought, hailstorms, earthquakes, volcanic eruptions, economic collapse, political crisis, epidemics, landslides and deforestation.

### **c. Risk Assessment**

A risk is the probability or likelihood of a disaster happening; it is the likely expected severity of the disaster. Risk assessment is the process of determining the probability and magnitude of a disaster happening.

### **e. Vulnerability**

Vulnerability is the degree to which people, aquatic life, wild life, livestock, are susceptible to loss, damage, suffering and deaths in the event of a disaster happening. Vulnerability relates to an individual's or a community's capacity to cope with specific threats at a certain time.

### **f. Vulnerability Assessment**

Vulnerability assessment is the process of establishing the degree of susceptibility to which people, livestock, aquatic and wild life are susceptible to loss, damage, suffering or death in the event of a disaster happening. The level of vulnerability is directly related to the social, economic and technological development of a community. Poorer communities are more vulnerable in the event of a disaster happening than well to do communities.

### **g. Capacity**

Capacity refers to the internal and external resources individuals, households and communities have to cope with a threat or resist the impact of a hazard.

### **h. Disaster Management**

Disaster management refers to administrative decisions and operational activities that pertain to the various stages of a disaster at all levels i.e. international, national, community and individual. Within the planning cycle, disaster management takes the following stages (i) prevention and preparedness (ii) early warning (iii) mitigation (iv) response

**i. Disaster Preparedness**

These are measures that ensure readiness and ability of a society to (i) project, forecast and take precautionary measures in advance of an eminent threat (ii) respond to and cope with the effects of a disaster. It comprises (i) vulnerability assessment (ii) planning (iii) developing institutional frameworks (iii) developing management information systems (MIS) (iv) response mechanisms (v) resource base

**j. Disaster Response**

Disaster Response refers to the provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can be of an immediate, short-term, or protracted duration

**k. Disaster Risk Reduction (DRR).**

This is the conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development.

**l. Early Warning**

This is the collection, analysis, and dissemination of accurate and relevant information to the community before the actual disaster occurs. Early warning is very vital because it reduces loss of life and property. It helps communities to prepare themselves mentally, physically and logistically. It helps Government to decide whether or not to evacuate people and other resources before they are exposed to the consequences of the disaster.

**m. Disaster Mitigation**

Disaster mitigation encompasses all measures taken to lessen the impact of a disaster phenomenon by improving the community's ability to absorb the impact and minimise danger and its disruptive effect. Disaster mitigation has three main components (i) reducing physical (ii) economic and (iii) structural vulnerability.

**n. Response**

Response is the actual action taken after the occurrence of a disaster; it is the last stage in disaster management and comprises three phases (a) emergency (b) rehabilitation (c) reconstruction

**o. Disaster Response**

This refers to the provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can be of an immediate, short-term, or protracted duration.



**p. Emergency**

Involves activities aimed at saving lives and investments upon the occurrence of a disaster. It involves rescue efforts, assessment of the magnitude and scale of disaster and its immediate effects. Assessment guides the required emergency response.

**q. Recovery**

These are measures intended to restore the livelihoods, assets and production levels of disaster affected communities, rebuilding essential infrastructure, restoring productive capacities, rejuvenating institutions and services destroyed or rendered non operational by disasters.

**r. Rehabilitation**

Rehabilitation involves initial activities and efforts to restore affected communities to normal functioning, repairs of infrastructure and provision of psychosocial support to affected communities and individuals.

**s. Reconstruction**

Reconstruction is total rehabilitation including reconstruction of the damaged infrastructure. Reconstruction provides an opportunity to communities to adopt building designs that are less susceptible to future similar disasters

**t. Resettlement**

This is the voluntary settlement of formerly internally displaced persons in any part of the country of habitual residence.

## **CHAPTER ONE**

### **1 THE POLICY FOCUS**

#### **1.1 Policy Statement**

According to the Ugandan constitution, the primary responsibility for Disaster Risk Reduction and management rests with the state. At the same time, Government is bound by the humanitarian imperative which requires that “all possible steps should be taken to prevent or alleviate human suffering”. In accordance with the 1948 Universal Declaration of Human Rights and the 1981 African Charter on Human and Peoples’ Rights, Government is responsible for guaranteeing people’s right to life with dignity which implies that “the right to life” by individuals threatened or affected by disasters entails “ the right to have steps taken to preserve life” when it is threatened. The SPHERE minimum standards in disaster response further provides clear guidelines on how effective response should be articulated to ensure minimum loss of lives and livelihoods.

Government is committed to creating and promoting a Disaster Risk Reduction and Management system that safeguards against disasters and ensures continued productive capacity of citizens. The main thrust of this policy is to ensure that Disaster Risk Reduction and Management is adopted as an integral part of the development process. It recognizes the profound impact of human activity on the interrelations with the natural environment, the influence of population growth, high population density, increased urbanization, industrial expansion, predatory resource exploitation, and the expanding technological advances.

This policy approaches disaster management focusing on reducing risk and vulnerability at household, community, work place, society and national level. The approach involves a shift from being reactive to being anticipatory to disasters. The policy aims at establishing and sustaining capacity to detect, track, monitor and disseminate information on phenomena and activities that trigger disaster events. The policy calls for institutional emergency preparedness and response capacity at local and national levels. It seeks to integrate Disaster Risk Reduction and Management strategies into existing and future policies, laws and development plans. The expected outcome of this policy is the maximum state of preparedness for the country.

#### **1.2 Policy Mission**

An effective framework through which Disaster Risk Reduction and Management is entrenched in all aspects of development processes ensuring sustainable development by focusing on saving lives, livelihoods and the country’s resources both replaceable and irreplaceable.

#### **1.3 Policy Goal**

To establish institutions and mechanisms to reduce Uganda's vulnerability, effectively manage existing risks and enhance preparedness and response capability to likely disasters.

#### **1.4 Key Policy Objectives**

- i. To provide for the establishment of Disaster Risk Reduction and Management institutions at national and local government levels to plan, coordinate and monitor disaster related issues.
- ii. To provide for equipping of Disaster Risk Reduction and Management institution(s) and ensure that the country is prepared at all times to cope with and manage disasters and their effects on human life and social economic progress.
- iii. To provide for integration of Disaster Risk Reduction and Management into development planning and programming mechanisms at all levels.
- iv. To promote disaster risk reduction research, technology development, hazard trend analysis, early warning information generation and dissemination.
- v. To provide for public, private partnerships in Disaster Risk Reduction and Management.
- vi. To provide for timely and effective emergency response at national, district and lower level local governments.

#### **1.5 Guiding Principles**

##### **i. Sound Planning**

Effective Disaster Risk Reduction and Management is realised through multi-sectoral planning and programming based on a rational assessment of disaster risk and an analysis of the vulnerability of the populations and infrastructure within risk-prone areas. Planning for disaster will therefore be undertaken at all levels from the village level to the national planning authority level. Long term planning is most adequate as it will enable the country to be prepared at all times even for natural disasters which are at times abrupt.

##### **ii. Community Participation**

Communities prone to hazards have valuable information to share. They also have a right to participate in key decisions that will affect their lives. Government at all levels will provide appropriate mechanisms and space for participation in hazard risk analysis and Disaster Risk Reduction and Management processes. Community participation will not be limited to only communities that are vulnerable to disasters. Everybody in the country and region is called upon to prevent and prepare for disasters. This is because disasters transcend district, national and international borders and can affect even communities that may not be directly vulnerable to disasters.

**iii. Vulnerability Analysis**

Every community has capacities to confront hazards. Government will ensure that vulnerability is compared to capacity of the disaster-prone community. Disaster preparedness and mitigation will be informed by the results of such assessments and comparisons. Communities that manifest symptoms of chronic poverty will be reinforced to ensure that they prevent, and prepare to cope with the effects of the disasters.

**iv. Adequate Expertise and Technology**

Disaster Risk Reduction and Management requires technical expertise. Thus, government will involve relevant experts, affordable and relevant technologies so as to come up with an effective disaster preparedness capability. The use of relevant indigenous and scientific knowledge will be emphasised to ensure cost effectiveness of the approaches to prevention and disaster preparedness.

**v. A Multi-Sectoral Approach**

Disaster Risk Reduction and Management cannot be achieved through the efforts of a single ministry or agency. Thus, all ministries will be represented in Disaster Risk Reduction and Management organs. They will be required to integrate Disaster Risk Reduction and Management in their sector strategic plans. More over, supervision and implementation of disaster risk reduction and response initiatives under the different ministries will be effected by the ministries and their various departments.

**vi. Institutional Capacity Building**

The institutional capacity for Disaster Risk Reduction and Management will be constantly reviewed and taken as a priority for efficient disaster preparedness. Capacity is looked at in terms of equipment, financial resources, human resource, skills and knowledge. All these will be enhanced to suit the demands that disaster risk reduction, prevention and management come along with.

**vii. Public Awareness and Education**

Communities have a right to updated knowledge and information on disasters that downgrade national development processes and cause human degeneration. The media and community leaders will be utilised for awareness creation. All stakeholders are called upon to inform the masses on disasters and their consequences. Guidelines will be provided to the people on how they can be involved in prevention, preparedness, rescue and mitigation of the consequences of disasters.

**viii. Social, Environmental and Economic Costs**

The social and environmental costs that arise as a result of disasters will be incorporated in public and private sector planning and development processes. The socio-economic and

environment impact assessments will be undertaken to guide planning and budgeting for Disaster Risk Reduction and Management. The impact assessments will be conducted by experts with vast knowledge and experience in disasters and their consequences. The assessment will be enhanced by research studies that will consistently reflect future disaster challenges threatening the country.

**ix. Partnership and co-ordination**

Integrated and coordinated Disaster Risk Reduction and Management is based on partnerships and cooperative governance between all spheres of government, donors, NGOs, civil society organizations, the private sector and communities.

**x. Extremely Vulnerable Individuals**

Every disaster has a specific category of vulnerable groups that need special and immediate attention. This policy recognizes this and emphasizes that government and all other stakeholders will identify these groups and accord them the necessary support they need,

**1.6 International and regional instruments**

The implementation of this Policy shall take into account the international and regional instruments ratified by Uganda Government. These include;

- i. The 1997 Kyoto Protocol to the United Nations Framework Convention on Climate Change. The Kyoto Protocol focuses on reduction of emissions of green house gases which contribute to climate change such as global warming and its resultant adverse effects.
- ii. The Montreal Protocol on substances that deplete the Ozone Layer was adopted in Montreal on 16 September 1987 and has subsequently been adjusted and amended. The Protocol calls for countries including Uganda to be cautious of the amount and nature of pollutants that are emitted to the atmosphere.
- iii. The IGAD initiatives on drought and desertification.
- iv. The SPHERE Project, Minimum Standards on Disaster Response.
- v. The African Charter on Rights and Welfare of the Child
- vi. United Nations Guiding Principles on Internal Displacement
- vii. African Charter on Human and Peoples' Rights 1991
- viii. International Covenant on Civil and Political Rights, 1966
- ix. The 2004 African Union Regional Strategy for Disaster Risk Reduction
- x. The Hyogo Framework for Action that was adopted by the World Conference on Disaster Reduction in January 2005 Japan. The HFA provides for a strategic and systematic approach to reducing vulnerabilities and risks to hazards. The framework promotes the need for and methodology for building the resilience of nations and communities to disasters.

## **CHAPTER TWO**

### **2 INSTITUTIONAL FRAMEWORK**

The implementation of the Disaster Risk Reduction and Management Policy will be multi-sectoral and multidisciplinary. The policy will be implemented by all government ministries in collaboration with humanitarian and development partners, the private sector, local governments and the community. The ministry responsible for Disaster Preparedness and Refugees in the Office of the Prime Minister will be the lead agency in co-ordinating all stakeholders on Disaster Risk Reduction and Management in the country. Ultimately, Disaster Risk Reduction and Management is a shared responsibility between the state and citizens, and not merely those with defined responsibilities. In order to effectively prevent hazards and manage disasters an institutional structure has been proposed by this policy. The structure focuses on both long term policy implementation and the short term emergency response

#### **Overall Goal**

To create and establish efficient institutional mechanisms for Disaster Risk Reduction and Management so as to promote and ensure integration of Disaster Risk Reduction and Management into the national and local government socio-economic development planning process.

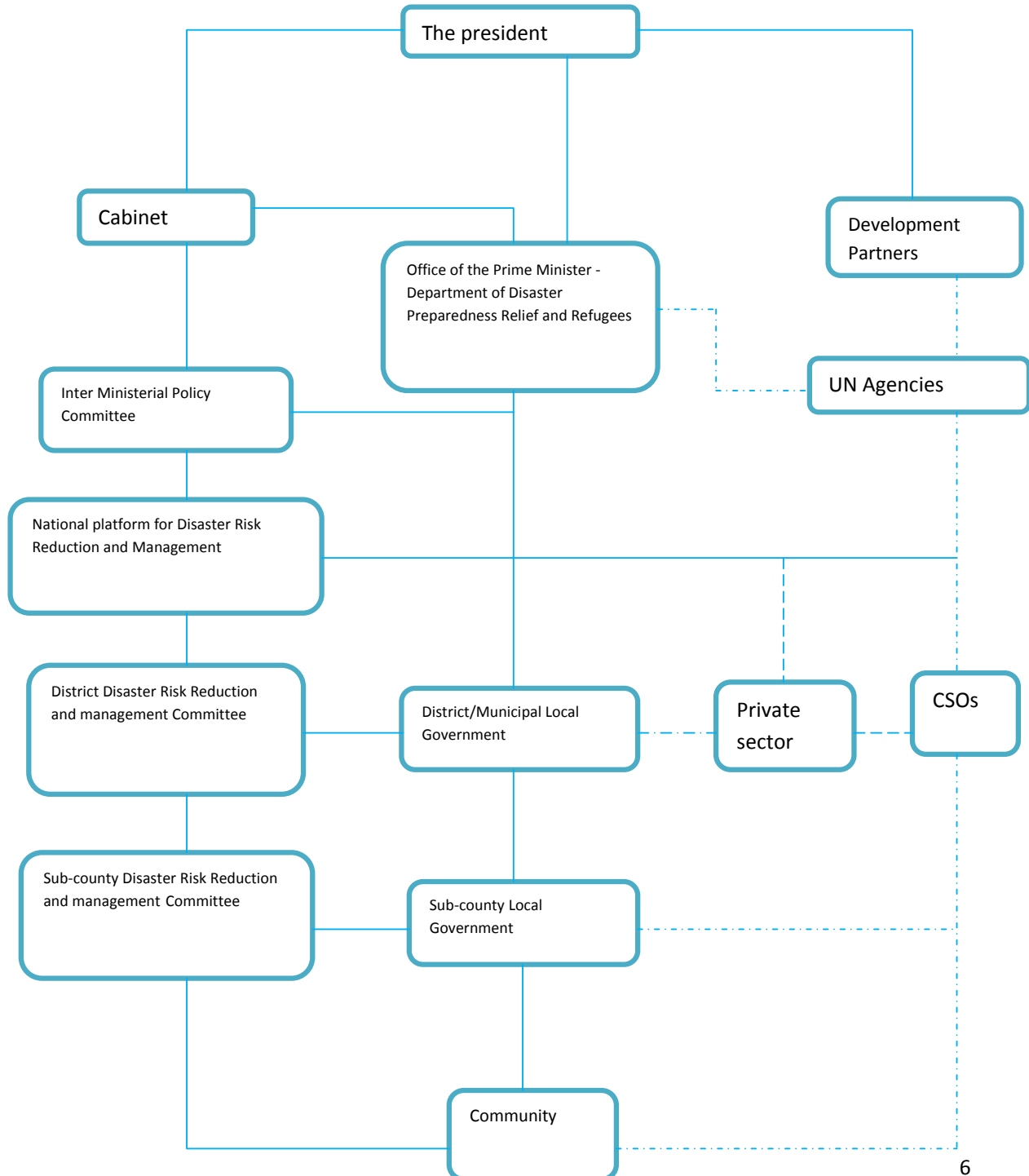
#### **Objectives**

- a. To reduce vulnerability to prevalent and likely disasters
- b. To promote proactive disaster management through disaster risk and vulnerability reduction;
- c. To enhance the country's capability to contain or minimise the effects of disasters;
- d. To create national planning, co-ordinating and monitoring institutions for managing disaster relief and post-disaster recovery;
- e. To provide for Disaster Risk Reduction and Management training and maintain a qualified disaster response cadre of staff at central and district levels as well as other capacity building interventions;
- f. To promote institutional and public awareness on Disaster Risk Reduction, disaster effects and the likely relief operations;
- g. To set minimum standards for Disaster Risk Reduction and Management; promote integrated and co-ordinated disaster partnership between different stakeholders and through co-operation between all agencies of Government;

## 2.1 Institutional structure

The Disaster Risk Reduction and Management Policy provides for an implementation structure that caters for both long term Disaster Risk Reduction and Management interventions and planning as well as immediate response in the event of a disaster occurrence. This structure will be co-ordinated by the Ministry for Disaster Preparedness, relief and Refugees in the Office of the Prime Minister.

### The institutional structure



### **2.1.1 President**

The President has a Constitutional duty to declare the state of emergency in any part of the country if he/she is satisfied that a disaster has occurred. The Minister will provide the President with all the relevant information with regard to the disaster situation in the country. The President may upon the advice of the Minister responsible for disasters and in consultation with the Cabinet, by proclamation, declare a District(s) to be in a state of disaster. A state of disaster shall be declared when most of the basic social services have broken down and the basic human needs are lacking due to the disaster and there is inability at the local level and difficulties at the national level to provide the affected communities with relief services and goods in the immediate short term from the relevant programmes/normal service delivery mechanisms.

### **2.1.2 The Lead Agency for Disaster Risk Reduction and Management**

The Office of the Prime Minister-Department of Disaster Preparedness and Refugees (OPM/DDPR) will be the lead agency responsible for Disaster Risk Reduction and Management and shall coordinate risk reduction, prevention, preparedness, mitigation and response actions in the country in consultation with other line ministries, humanitarian and development partners, Local Governments, CSOs, the private sector and the community.

The Ministry responsible for disaster preparedness and refugees links the Office of the Prime Minister to Cabinet. The Minister shall make rules and regulations on the management of likely disasters and will present annual reports including financial reports relating to Disaster Risk Reduction and Management to cabinet. The Minister also links the Office of the Prime Minister- to inter governmental organizations, the donor community and other regional frameworks.

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

- i) The Ministry responsible for Disaster Preparedness and Refugees will have the overall responsibility for matters relating to Disaster Risk Reduction and Management.
- ii) Putting in place an institutional framework that will implement the policy
- iii) Coordination and implementation of Government and non-governmental programmes and policies related to Disaster Risk Reduction and Management.
- iv) Mobilise resources, and in consultation with other stakeholders, assist disaster victims in restoration of their normal lives within the shortest possible time.
- v) Strengthen local government capacities for planning, implementing and monitoring of Disaster Risk Reduction and Management programmes.



- vi) Co-ordinate the operation of disaster early warning systems and disaster mitigation measures and put in place mechanisms, such as guidelines, structures and systems, for rapid response to disasters
- vii) Provide leadership and co-ordination for the resettlement, rehabilitation and provisions of psychosocial services to those displaced by disasters.
- viii) Ensure that all national and local level government ministries integrate disaster management into sectoral plans and policies
- ix) Ensure that the Ministry of Finance Planning and economic Development, on a yearly basis, deposits a minimum of 1.5 % of consolidated fund, into a national contingency fund, to be used for Disaster Risk Reduction and Management by a district or districts whose needs are greater than their capacity.
- x) Establish Sector working groups, responsible for the management of specific disasters as and when the need arises;
- xi) Prepare and disseminate annually a state of national Disaster Risk Reduction and management report that disaggregates data according to gender and other marginalised groups; and ensure that report is used in policy review and formulation.
- xii) Establish mechanisms for accessing the Disaster Contingency Fund and approve the allocation of funds from the fund.
- xiii) Agree with the local governments on their responsibilities in Disaster Risk Reduction and Management and criteria for calling on action from the higher government authorities and the Office of the Prime Minister.

In addition to the above functions, the Office of the Prime Minister will develop Standard Operational Procedures for Disaster Risk Reduction and Management.

### **2.1.3 The Inter-Ministerial Policy Committee (IMPC)**

The Inter-Ministerial Committee on Disaster Risk Reduction and Management shall handle cross sectoral matters relating to Disaster Risk Reduction and Management. The Committee shall ensure that Disaster Risk Reduction and Management is integrated into sectoral ministry plans/policies and programs. This committee will be chaired by the minister responsible for disaster preparedness and refugees. This committee shall be responsible for policy formulation and overseeing Disaster Risk Reduction and Management matters. Membership will be drawn from all ministries due to the cross sectoral nature of disasters. The IMPC shall also work closely with other Regional frameworks and arrangements on Disaster Risk Reduction and Management such as the Disaster Management Centre of Excellence (RDMCOE) in mitigating and managing regional disasters.

**Functions of the Inter- Ministerial Policy Committee (IMPC)**

- a) Over see the integration of Disaster Risk Reduction and Management into all government ministry plans and programs.
- b) Harmonise disaster risk assessment and research across ministries and share regular reports with the National Platform for Disaster Risk Reduction and Management.
- c) Take necessary measures to ensure that ministries identify and allocate resources at ministerial level towards Disaster Risk Reduction and Management and observe occupational safety guidelines and principles as required by the laws and regulations of Uganda and as may be reviewed from time to time.
- d) Take measures that will ensure effectiveness of the National Emergency Operations Centre.
- e) Handling policy issues relating to Disaster Risk Reduction and Management

**2.1.4 National Platform for Disaster Risk Reduction and Management (NPDRM)**

The NPDRM will coordinate Disaster Risk Reduction and Management and share information in accordance with the Hyogo framework for action. The Hyogo framework brings together all stakeholders in disaster management and will provide technical guidance to the NPDRM. Under this platform, modalities and guidelines for information sharing between government and other development partners will be agreed upon and formulated. The National Platform for Disaster Risk Reduction and Management shall be chaired by the Permanent Secretary Office of the Prime Minister and will be composed of representatives of the Development Partners, UN Agencies, CSOs, private sector, other line ministries and the media. The NPDRM shall be responsible for;

1. Creating early warning mechanisms and monitoring Disaster Risk Reduction and Management activities of the ministries, agencies and the private sector.
2. Coordinating government policy through legislative proposals, standards and guiding principles as well as sectoral responses to ensure integration of Disaster Risk Reduction and Management into the national development plans.
3. Establishing Sector working groups responsible for specific areas, sectors or groups as and when the need arises.
4. Preparing plans to adequately meet Disaster Risk Reduction and Management requirements of the country
5. Disseminating the Disaster Risk Reduction and Management Policy and create mechanisms and avenues to ensure that it is well understood by the population at all levels.

### **2.1.5 Disaster Risk Reduction and Management at District Level**

The lead agency for Disaster Risk Reduction and Management at the district level will be the District Disaster Risk Reduction Management Committees (DDRRMCs).

The 2004 IDP policy established District Disaster Risk Reduction and Management Committees in districts that were affected by the IDP emergency. Under the Disaster Risk Reduction and Management Policy, the existing District Disaster Risk Reduction Management Committees (DDRRMC) will be strengthened, trained and equipped to handle Disaster Risk Reduction and Management interventions. In districts where DDRMCs do not exist, they will be formed in a phased manner depending on the disaster risk mapping and assessment by the Office of the Prime Minister- Ministry of Disaster Preparedness and Refugees.

The DDRMC shall be chaired by the Chief Administrative officer (CAO). It will be composed of all district Heads of Department, a representative of the District Executive, heads of humanitarian agencies/NGOs/CSO operating in the district, representatives of cultural and religious institutions, and the private sector. The Office of the Prime Minister-Department of Disaster Preparedness, Relief, and Refugees shall ensure that the policy is implemented at district level by assisting the DDRMCs to develop their own Disaster Risk Reduction and Management plans.

#### **Functions of the District Disaster Risk Reduction and Management Committees**

- i. The DDRMC shall be the lead agency for Disaster Risk Reduction and Management in the district including funding at district level.
- ii. Establishing and strengthening structures at the sub county level and lower levels.
- iii. Assess particular hazards facing the district and keep under review sectoral early warning reports;
- iv. In the event of a disaster-induced emergency, the DDRMC shall coordinate and monitor multi-sectoral disaster relief support and later post-disaster recovery measures;
- v. Receive sectoral and district progress reports;
- vi. Review, agree and evaluate Disaster Risk Reduction and Management training;
- vii. Recommend the annual disaster management training programmes to the Office of the Prime Minister-Department of Disaster Preparedness and Refugees, and the District Executive Committee;
- viii. Present expenditure estimates and budgets to the District Executive Committee;

- ix. Propose to the District Executive Committee's approval and, when approved, coordinate and monitor the implementation of sectoral mitigation, preparedness, response/relief and recovery;
- x. Ensure that Disaster Risk Reduction and Management Plans have been prepared by:
  - each employer whose activities are likely to lead to disaster;
  - each educational institution;
  - each hotel or recreational facility;
  - each hospital; and
  - each factory or industry.

The CAO shall designate an officer within the District to be the secretary to the DRRMC and also serve as the District Disaster Focal Point Officer

### **Role of the District Council**

The roles of the district council in DRRMC shall be to:

- i) Make policies and by-laws that facilitate and promote Disaster Risk Reduction and Management in the district, including those concerning the recruitment of additional staff
- ii) Ensure that the DRRMC performs its roles
- iii) Disseminate Disaster Risk Reduction and Management
- iv) Ensure and authorise expenditure for mainstreaming Disaster Risk Reduction and Management in sectoral development plans
- v) Agree with the sub county and districts on their responsibilities in Disaster Risk Reduction and Management and the criteria for calling on action from central government authorities and OPM
- vi) Fundraise for Disaster Risk Reduction and Management in the district

### **2.1.6 Sub-County Disaster Risk Reduction and Management Committees**

At Sub-county level, the Sub-county Disaster Risk Reduction and Management Committee shall be the lead agency for Disaster Risk Reduction and management. The Chairperson and focal point person of the SCDRRMC is the Sub County Chief. The Committees should be at liberty to create local disaster management teams when and as the need may arise.

### **Functions of the Sub-County Disaster Management Committees**

The Sub County Disaster Risk Reduction and Management Committee will:

- i. Ensure that Disaster Risk Reduction and Management issues relevant to the sub-county and those that may occur based on the district early warning system are incorporated in the development planning and budgeting processes.
- ii. Request the CAO to appoint a technical team to carry out studies and report to the committee on its findings with regard to Disaster Risk Reduction and Management.
- iii. Facilitate, coordinate and oversee Disaster Risk Reduction and Management at sub-county level.
- iv. Present a report to the Chairperson of the District Disaster Risk Reduction Management Committee on the state of Disaster Risk Reduction and Management in its area of jurisdiction annually and whenever required.
- v. In the event of a disaster-induced emergency, the SCDRRMC shall coordinate and monitor multi-sectoral disaster relief and post-disaster recovery measures at sub-county level

### **2.1.7 Village Disaster Risk Reduction and Management Committee (VDRRMC)**

The village councils shall be the first line community response mechanism for Disaster Risk Reduction and Management. All Villages/Local Council 1(or the lowest village council) will be the Village Disaster Risk Reduction Management Committee (VDRRMC). The Chairperson of Local Council I shall be the chairperson of VDRRMC. The Village Committees should be at liberty to create local disaster management teams when and as the need may arise.

### **Functions of the Village Disaster Risk Reduction Management Committees**

- a) Include Disaster Risk Reduction and Management into village level planning processes for onward transmission to respective Parishes and Sub-counties in line with Section 36 (3) of the Local Government Act 1997; amended 2000.
- b) Collect early warning information and transmit it to sub-county and district level.
- c) Use the early warning information to educate communities on risks and hazards that may potentially cause disaster.
- d) Inform and update Parish councils on disasters risk reduction and management at village level
- e) Facilitate, coordinate and oversee disaster risk reduction, preparedness, disaster relief support and post-disaster recovery roles at village level

- f) In the event of a disaster-induced emergency, the VDRRMC shall coordinate and monitor disaster response at village level.

### **2.1.8 Non- Governmental Organizations and CSOs**

National and International Development and Humanitarian Organizations and civil society organizations play a supplementary role to efforts of the public sector. They play a pivotal role in mobilizing resources and sensitizing the masses about Disaster Risk Reduction and Management. They also ensure that the concerns of the underprivileged are incorporated in national development process.

The involvement of NGOs in Disaster Risk Reduction and Management will be promoted. NGOs and CSOs will be represented in the National Platform for Disaster Risk Reduction and Management. They will also sit on the District and Sub-county Disaster Management Committees. They will participate in disaster risk assessments, formulation of disaster risk reduction and management plans, response, monitoring and evaluation initiatives at national, district and community level.

Government will provide training opportunities to NGO field staff in relevant areas such as rescue operations and provision of first aid services. Collaboration between District Disaster Risk Reduction and Management Committees, Sub-county Disaster Risk Reduction and Management Committees, Village Disaster Risk Reduction and Management Committees and NGOs will be encouraged.

### **2.1.9 The Private Sector**

The private sector is a key stakeholder in disaster risk reduction, preparedness and response. The key role of the private sector will be (i) to ensure that their investments do not increase vulnerability of communities, workers and environment (ii) to ensure investments are not at risk of natural or human induced hazards (iii) to actively participate in Disaster Risk Reduction and Management interventions.

The private sector will observe any regulations enacted by government or a relevant government agency in pursuit of this policy. The private sector will participate in structures of Disaster Risk Reduction and Management at national, district and sub-county level. Key institutions in the private sector are media houses, industrialists, telecommunication companies, transporters, professional bodies. Telecommunication companies are particularly singled out in implementing this policy because they have a strategic and key role of keeping information flowing in the event of a disaster..

### **2.1.10 Community**

The success of any disaster risk reduction and preparedness plan will depend on the level of participation, ownership and trust in that plan. Communities will be involved in vulnerability and capacity assessments for any likely hazard. Communities will also participate in trend monitoring using local knowledge and experience gained over the years. They will communicate the information to the relevant local authority for onward transmission to the

National platform for Disaster Risk Reduction and Management and hazard risk monitoring centres. In the event of an impending disaster, communities will play a pivotal role in executing and responding to evacuation advisories, hosting and supporting displaced families through community solidarity. Communities will also play a key role in supporting clean up operations after a disaster for public safety and health.

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

## **2.2 Emergency Response Structure**

An emergency response structure is also proposed in this policy. Rapidly occurring and complex disasters may have serious adverse effects on the community thus necessitating quick and well coordinated teams. The response structure will also be coordinated by the ministry of disaster preparedness, relief and refugees.

### **2.2.1 National Emergency Operations Centre**

The main function of the National Emergency Operations Centre (NEOC) is to save lives and property and minimise loss as a result of disaster happening (refer to figure above).

The NEOC through the Office of the Prime Minister will coordinate with the National Platform for Disaster Risk Reduction and Management (NPDRRM). The NEOC will be chaired by a Government Senior Officer seconded by the Chairperson of the NPDRRM. The NEOC will function 24 hours and be readily accessible for ease of information sharing. It will be composed of specialised teams to be formed by the Chairperson of the NPDRRM. Examples of such teams include:

- Rescue team (army, police, fire brigade, Red Cross and community volunteers)
- Medical team (Doctors, nurses)
- Public health team (Doctors, nurses, community health workers)
- Ambulance and transport experts
- Media and telecommunication
- Relief and life saving provisions

### **Functions of the National Emergency Operations Centre**

- Receive and transmit accurate information to the public regarding an impending disaster and coordinate the information campaign.
- Provide the public with evacuation guidelines
- Coordinate disaster response teams
- Execute and coordinate evacuation of communities at the risk of a disaster paying attention to the most vulnerable.
- Co-ordinate security agencies to ensure public safety both of persons and property.
- Link with District Emergency Operations Centres (DEOC) to provide a coordinated response.

#### **2.2.2 District Emergency Operations Centres**

Each District will form its District Emergency Operations Centre (DEOC) which will work closely with the District Disaster Risk Reduction and Management Committee. Whereas the DDRMC is for Disaster Risk Reduction and Management interventions, the DEOC will be for emergency response. Its primary objective is to save lives and property and minimise loss as a result of disaster happening. The DEOC will be headed by a Senior Government Officer appointed by the Chairman of the DDRMC. To effectively carry out rescue operations, each district will be required to form a fire brigade. The office of the Prime Minister through Cabinet will guide on formation of district fire brigades. The functions and composition of the National Emergency Operations Centre will be replicated at the district level. The District Emergency Operations Centres will mobilise and train community volunteers to actively take part in search, rescue and evacuation operations. It will work closely with the National Emergency Operations Centres to provide a co-ordinated response.

#### **2.2.3 Fire brigade**

The fire fighting department plays a vital role in rescue, search and evacuation. The policy promotes the autonomy of the fire brigade unit and where resources permit every district should have a fire brigade that can be accessed at any time.



## **CHAPTER THREE**

### **3 STRATEGIES AND MECHANISMS**

#### **3.1 Strategies**

To effectively prepare and respond to disasters, Uganda will adopt the following strategies:

##### **3.1.1 Risk Assessment and Identification**

Effective Disaster Risk Reduction and Management is dependent on good projections and forecasts. A good projection is one that is (i) arrived at scientifically, (ii) accurate, and (iii) observable. Accurate information combined with a series of coordinated measures saves lives.

Government will procure relevant equipment both for effective monitoring and response. Examples of such equipment are weather and tectonic forecasting equipment, ambulances and evacuation vans, fire fighting equipment and safe water transport tanks, floaters, boats etc. Government will also establish a national disaster fund which will be replenished annually in accordance with the results of the risk assessments and research centres.

The key role of the centres will be to carry out research, track and monitor hazard trends, produce vulnerability assessment reports and submit them to the national Platform for Disaster Risk Reduction and Management. The National Platform for Disaster Risk Reduction and Management will share early warning information on the likely disasters at any given time and prepare a detailed national Disaster Risk Reduction and Management plan. The plan will be shared with the National Emergency Operations Centre and all other relevant stakeholders.

##### **3.1.2 Institutional and Community Capacity Building**

Government will keep a pool of trained individuals across all ministries who can easily be mobilised and deployed by the National Emergency Operations Centre in the face of a complex disaster. Examples of such teams are (i) mobile disaster response medical and public health team (ii) public safety team (police) (iii) evacuation team (iv) relief supplies team (v) debris and garbage collection team. The trained individuals will be drawn from government, private, Civil Society Organisations and the community. The teams will be given refresher courses every two years and replenished with additional staff to fill gaps that might arise.

At the lower levels, the districts will maintain a team of trained individuals composed of government officials, private sector, civil society and volunteers. The district teams will link with the national team through the District Emergency Operations Centre. In the event of a disaster, the District team will be beefed up by the national team through the National Emergency Operations Centre.

The Policy further recognises that community preparedness is the cornerstone of an effective Disaster Risk Reduction and Management plan. Government will produce a disaster profile

for the country and based on it a Disaster Risk Reduction and Management plan will be updated on an annual basis. Based on the disaster profile and plan, the National Platform for Disaster Risk Reduction and Management will develop community capacity building programmes aimed at reducing the community's vulnerability through community participation, training and sensitization. Programmes for community preparedness will pay particular attention to vulnerable groups especially children, the elderly, pregnant women, persons with disabilities.

### **3.1.3 Building Institutional Linkages from Top To Grassroots Level**

For effective preparedness, coordination, cooperation and response, Government will adopt a public private partnership model to Disaster Risk reduction and Management. Key bodies in the private and civil society will be identified to sit on the national and lower level organs responsible for Disaster Risk Reduction and Management. Examples of such bodies are: telecommunication companies, media, professional bodies such as building and construction works professionals, air transport, medical doctors and nurses, traders, mining and oil related bodies, industrialists and manufacturers, taxi operators etc. Their number will be determined by the Chairperson of the National Platform for Disaster Risk Reduction and Management

### **3.1.4 Formulating Disaster Risk Reduction and Management plans**

Government with participation of development partners, civil society and private sector will formulate national and lower level Disaster Risk Reduction and Management plans. The plans will be updated every year. The plans will detail, among others, preventive and mitigation measures, actions to be taken during different phases of the disaster (before, during and after) evacuation plans with emphasis on the vulnerable, organisation of preventive medical assistance.

### **3.1.5 Effective Use Of Media And Communication Mechanisms**

Effective communication is a key pillar in successful Disaster Risk Reduction and Management operations. The media plays a crucial role in linking forecast centres to the public. It provides information that builds and reinforces the state of preparedness and capability. It provides information upon which the public can make life saving decisions. Under this policy, the media will be trained on Disaster Risk Reduction and Management reporting.

The National Platform for Disaster Risk Reduction and Management will liaise with the ministry responsible for information and the private media to ensure accurate, consistent and coordinated information and education campaign focussing on saving lives and property. The media will also be used to disseminate government Disaster Risk Reduction and Management plan in the event of an imminent disaster.

Other key actors are the telecommunication companies. Given that information and modes of communication are critical in disaster risk reduction and Management, Government will reach

to telephone companies, internet providers and other communication channels to ensure effective delivery of life saving information to the people who have access to these services.

### **3.1.6 Integration of Disaster Risk Reduction and Management in School Curriculum**

Education is a critical factor in disaster prevention and preparedness. In order to increase awareness, appreciation and commitment to save human lives and livelihoods Disaster Risk Reduction and Management issues will be integrated in primary and secondary school curriculum. At higher education levels modules and courses on Disaster Risk Reduction and Management will be designed. The focus will be on dangers associated with disasters and how to prepare and act in the event of one happening.

### **3.1.7 International Partnership And Co-Operation**

Some disasters have a cross boarder dimension. The existing and ongoing initiatives under the African Union, IGAD and East African Community are recognised by this policy. Therefore, OPM shall form partnerships and collaboration mechanisms with regional forecast centres to enhance exchange of relevant information and national disaster preparedness capacities.

### **3.1.8 Co-ordination with UN, Red Cross and other bodies**

The UN, Red Cross and NGOs have tremendous human and material resources and expertise. Government will seek partnerships with UN bodies to ensure that Disaster Risk Reduction and Management is part of the country's United Nations Development Assistance Framework (UNDAF). It will also seek partnerships and broad involvement of international bodies to effectively co-ordinate Disaster Risk Reduction and Management.

### **3.1.9 Research, Documenting and Learning from experiences**

Uganda has been experiencing numerous manmade and natural disasters. However, there has not been enough effort to document and integrate learning into subsequent disaster related responses. Through this policy, Government with participation of civil society, research and academic institutions will make deliberate effort to document every effort in disaster risk reduction, preparedness and management and feed it into the subsequent response. Learning from past experience will enable the country to attain a high level of Disaster Risk Reduction and Management based on its own internal learning, local circumstances and systematic use of indigenous knowledge.

### **3.1.10 Conduct Mine Risk Education And Awareness Raising**

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

## **3.2 Mechanisms**

### **3.2.1 Purchase Of Equipment And Machinery**

The government has responsibility to the community to procure adequate equipment for disaster detection and tracking, communication, vulnerability assessment, rescue and evacuation. The Government will procure the relevant equipment and update it regularly to ensure that it is commensurate with the requirements of the National Disaster Risk Reduction and Management plan and in line with likely disasters. Where Government is unable to procure such equipment, it will enter into memoranda of understanding with the private sector for use of such equipment on terms agreeable to both parties.

### **3.2.2 Early Warning**

An early warning is a prerequisite for a successful Disaster Risk Reduction and Management intervention. It is the foundation upon which other efforts in Disaster Risk Reduction and Management can be developed and reinforced.. The government and all other stakeholders will ensure that relevant, reliable and up to date and timely information is provided to the community. The ministry responsible for information will be responsible for providing well coordinated information to the community at all times.

### **3.2.3 Human Resource Training And Development**

National Platform for Disaster Risk Reduction and Management will ensure that all government ministries, private sector bodies and lower local governments have stand-by disaster management teams available and adequately equipped for disaster preparedness and response. The NPDRM will ensure that these teams are trained regularly and at all times ready to get into action for disaster related interventions.

### **3.2.4 Good Governance**

Government regards civil protection against disasters as a shared responsibility and partnership between the state and the people. Government will provide adequate financial support to ensure effective Disaster Risk Reduction and Management. It will also invest in initiatives to strengthen good governance. Priority will be given to the following:

#### **3.2.4.1 Urban planning**

Poor urban planning increases vulnerability of the population and other resources to disasters such as fires, diseases and accidents. All urban authorities will ensure that urban planning is responsive to Disaster Risk Reduction and Management standards. Such standards include provision of road access to all housing units, ensuring that constructions adhere to standards and mainstream disaster risk reduction in their architectural plans. High rising buildings for example should be compliant with seismic movement requirements.

#### **3.2.4.2 Gazetting Disaster Prone Areas**

Government will come up with a national disaster profile and mapping which will be updated at least once every 3 years and accessible to the public. People in the affected areas will be

allowed to voluntarily vacate such areas; depending on the level of vulnerability and risk of the disaster happening, Government will make appropriate arrangements to ensure safety of all affected.

#### **3.2.4.3 Defining and Enforcement of Standards of Goods and Services**

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

#### **3.2.4.4 Integrating Disaster Risk Reduction in Emergency Response**

In the event of a disaster, Government will make every effort to bridge the gap between relief, rehabilitation and development. Government will rehabilitate areas affected and restore normal functioning of communities. During the rehabilitation phase, government will document responses taken; lessons learnt and integrate them in subsequent Disaster Risk Reduction and Management plans.

#### **3.2.4.5 Resource Mobilisation**

Central government/Ministry of Finance Planning and Economic Development shall take the lead in resource allocation by availing resources to the Ministry responsible for Disasters and all ministries to implement Disaster Risk Reduction and Management activities. Line Ministries shall also plan and budget for Disaster Risk Reduction activities within their respective ministerial mandates. Districts shall also capture Disaster Risk Reduction and Management into their development plans and budgets. Public–private partnership shall also be encouraged at all levels.

#### **3.2.5 Local Government Compliance**

The ministry responsible for local governments will ensure that Disaster Risk Reduction and Management issues are integrated in local government planning and budgeting processes. To ensure compliance disaster related issues shall be incorporated in local government assessments.

## **CHAPTER 4**

### **4 CROSS SECTORAL LINKAGES**

Creating a multi-sectoral systems approach to planning and disaster risk reduction is fundamental to sustained productivity and, therefore to socio-economic progress. To accomplish this reality, policies are needed which address cross-sectoral Disaster Risk Reduction and Management issues in Uganda. The following cross-sectoral objectives and strategies are prioritized based on three criteria: (i) the seriousness or urgency of the problem the policy is to address; (ii) the potential contributions of the policy to the economy and social well-being and; (iii) the policy's potential for solving the problem.

#### **4.1 Land use Policy and Planning**

The phenomena of flooding in low lying areas, landslides in mountainous areas and desertification leading to famine are related to injudicious land use practices which in turn are related to population dynamics. The high rate of population growth is exerting increasing pressure on the land. Rational land use planning is essential for preventing disasters related to poor land use practices. At present, there is no single comprehensive national land use policy but instead, there are sectoral policies dealing with different aspects of land use.

#### **4.2 Disaster Risk Reduction Information Management**

Successful Disaster Risk Reduction and Management, achievement of preparedness and effective response, ability to anticipate and deal with new and emerging challenges, requires availability of timely, up-to-date, accurate and well coordinated information.

#### **4.3 Water Resource Conservation and Management**

Water, drought and famine are related. Water is a major factor in socio-economic development. When disaster strikes, safe water is the first resource to be demanded by the victims. Safe water is a basic requirement to prevent disease when many people are assembled together. Inadequate water leads to drought and famine. Stable water supply, sustainable water control and management ensure health and productive agriculture. Excess water leads to floods, landslides, poor sanitation leads to water borne epidemics such as cholera. The rapid growth in population and increased agricultural and industrial production require adequate and safe water supply. The development of adequate domestic and industrial water supply which can be availed during disaster is hampered by inadequate financial resources, accessibility to safe water supply points, scattered settlements and inadequate education and awareness on hygiene.

#### **4.4 Climate and Environment**

The frequent famines and floods in Uganda are a result of climatic change. Climate is a vital factor in socio-economic development and is a major element in causing and controlling disasters. The influence of climatic variability on agricultural production, among others, cannot be over emphasized. Droughts, floods and local changes in climate are continuously

being experienced in many parts of the country, thus requiring a comprehensive mechanism or strategy to contain their effects.

In addition as development processes take place the environment is often threatened. This has in some cases led to large scale environmental degradation which in turn increase community vulnerability to disasters. The Disaster Risk Reduction and Management policy therefore promotes protection of the environment including relevant laws and frameworks.

#### **4.5 Gender Integration**

When disasters strike, it is mainly the women and children who bear the brunt of the tragedy. It is therefore necessary to analyze and understand the relevancy and implications of gender roles in Disaster Risk Reduction and Management. Uganda's population structure and the current poverty trends indicate that women and children are most vulnerable to the effects of disaster. More over the gender roles played by both groups epitomises their roles in Disaster Risk Reduction and Management.

#### **4.6 Education, Training and Public Awareness**

When disasters strike, there is no room or time for trials. Education and public awareness are essential supportive components of community participation and are, therefore, vital in Disaster Risk Reduction and Management. To ensure that the population is fully involved in Disaster Risk Reduction and Management, there is need to draw up and implement a comprehensive education and public awareness program. The right to be prepared and be informed also carries the obligation to participate. Further to this, the pains of a disaster are best known by the victims. Correspondingly, the solutions to impending disasters are best articulated by them. As a result of these aspects, all important decisions in Disaster Risk Reduction and Management will be taken with the participation of the public at all levels.

#### **4.7 Population**

When disaster strikes a heavily populated area, large scale casualties are experienced. Expenditure in alleviating the suffering of the affected population is high. A high density in population leads to high vulnerability. The relationship between population and economic well being is also well known. Furthermore, activities of the population also contribute to the onset of some disasters such as landslides, flooding and famine. The continued high fertility rates and a high dependant population rate in Uganda require that population dynamics enter the planning equation for Disaster Risk Reduction and Management.

#### **4.8 HIV/Aids**

HIV/AIDS constitutes a hazard that translates into disaster situations as was the case in Rakai District in the late 1980s and early 1990s where virtually every household experienced the impact of the scourge. This policy recognises that HIV/AIDS downgrades human capacities and capabilities to productively engage in development processes. The Policy therefore promotes the need for the integration of the HIV/AIDS in disaster risk reduction efforts. Disaster Risk Reduction and Management Plans at all levels should also incorporate

HIV/AIDS issues ranging from protective measures in handling disaster affected persons (preventing blood contact route as enshrined in the Universal Precautions<sup>1</sup>) to prevention and mitigation especially in cases where disasters result into displacements and congestion.

#### **4.9 Drought risk reduction**

Climate change is one of the biggest challenges the world is faced with now. Drought continues to be a major hazard in most of the African countries including Uganda. Recent trends indicate that the Sahara desert is expanding downwards posing a threat to food security and life in most of the countries within the Sahara and in sub Sahara as well. The Disaster Risk Reduction and Management Policy therefore recognises the link between disaster risk reduction and drought risk reduction.

#### **4.10 Human rights**

All disaster occurrences have a bearing on the human rights of the affected communities. The Policy promotes the integration of human rights in Disaster Risk Reduction and Management efforts. In the handling of the affected communities during disaster situations respect should be accorded to safety of every person by avoiding all forms of discrimination and dehumanisation.

#### **4.11 Monitoring and Evaluation**

In order to know and assess the impact of the above policies and strategies on Disaster Risk Reduction and Management, constant and progressive monitoring and evaluation will be necessary. These policies and strategies will require fine tuning or modifications for them to respond to changing circumstances in the future. Furthermore, it is important that measures of progress and effectiveness of the proposed strategies are evaluated. The Office of the Prime Minister – Department of Disaster Preparedness and Refugees is responsible for monitoring, supervising and evaluating activities of sectoral lead agencies, National and international humanitarian agencies.

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<sup>1</sup> These are universally recognized precautions in the medical field. They mainly focus on preventing communicable diseases during the handling of patients/ clients/affected persons. Four most popular routes through which germs spread include e.g Airborne or Respiratory route, Direct contact route, Fecal-oral route, and Blood route.



## **CHAPTER FIVE**

### **5 LEGAL FRAMEWORK**

#### **5.1 Disaster Management Act**

The proposed Disaster Risk Reduction and Management Act shall not conflict with or duplicate any other legislation. Processes and mechanisms shall be created to prevent duplication and conflict. Relevant government agencies and other stakeholders will be involved in designing these processes and mechanisms.

Critical to this Legal Framework will be:

1. Disaster declarations
2. The establishment of district and local Disaster Risk Reduction and Management structures
3. The preparation and compilation of disaster management plans by all spheres of government

#### **5.2 Disaster Declarations**

Different disaster scales shall be provided for with focus on the declaration of a national disaster by the President and a major incident at local government level by the LC V Chairperson. The criteria for declaring a local or national disaster should be clearly spelt out and be drawn from the rationale outlined below.

##### **Determining the Magnitude of the Disaster**

Agencies at all levels of government should play a role in deciding on the magnitude of the disaster and defining it as a local, district or national disaster. This is particularly important because local governments can only administer certain limited functions if a disaster has been declared. Furthermore, a national disaster should only be declared under extraordinary circumstances.

Subsequent legislation relating to the implementation of this policy should therefore outline the criteria that will trigger the declaration of disasters at local or national levels. These criteria should include the possibility of any level of disaster being upgraded to a greater level of severity.

The legislation should outline the roles of the Office of the Prime Minister - Department of Disaster Preparedness, Relief and Refugees. Consideration should also be given to the possible employment of independent assessors to evaluate disasters on site.

### **5.3 Incentives and punitive measures**

The legislation should provide for incentives to encourage government agencies and all other stakeholders to comply with the provisions relating to the preparation and review of Disaster Risk Reduction and Management plans.

The legislation should also provide for incentives to encourage government agencies to comply with requests by the centre for information it needs to perform its functions in relation to such plans.

However, provision should also be made for appropriate penalties in the case of non-compliance with such requests.

### **5.4 Making Regulations**

The Minister shall make regulations to implement the provisions of the legislation.

Local Governments shall develop by-laws to operationalise the implementation of the Disaster Risk Reduction and Management Policy.

The proposed legislation will clearly define words and phrases that have a particular meaning in the field of Disaster Risk Reduction and Management and, where possible, keep them consistent with recognized Disaster Risk Reduction and Management terminology.

In addition to the above laws and frameworks, there are several policies that complement Uganda's disaster management policy. These include; Oil and Gas Policy for Uganda<sup>2</sup>, Economic Development and Poverty Reduction Policies, National Health Policy, Aviation Policy, Orphans and Vulnerable Children's Policy, Water and Sanitation Policy, Land use policy, Disability Policy, National Environment Policy, Occupational Hazards and Safety, Agriculture Policy, Internally Displaced Person's Policy, and the Gender Policy among others.

### **5.5 Financial Provisions**

Parliament shall ensure that adequate resources and facilities are provided to the office of the prime minister-Department of disaster preparedness, relief and refugees to enable it to perform its functions effectively.

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<sup>2</sup> The Oil and Gas Policy aims at ensuring that the country's oil and gas resources contribute to early achievement of poverty eradication and create lasting value to society.

### **5.5.1 Disaster fund**

1. There shall be a disaster fund hereinafter referred to as contingency fund
2. The sources of the contingency fund shall consist of;
  - a. A yearly minimum of 1.5% of the consolidated funds
  - b. A yearly minimum of 1.5 % of the tax collected at the district level
  - c. A yearly minimum of 1.5% of the collected at the sub county level
  - d. A yearly minimum of 1.5% of tax collected at village level

### **5.5.2 Administration of the fund**

1. The office of the Prime Minister-Department of Disaster Preparedness, Relief and Refugees shall be responsible for the administration of the fund
2. The office of the prime minister –Department of Disaster Preparedness, Relief and Refugees may on the advice of the minister provide funding to any government department involved in the field of disaster management
3. Subject to any limitations proposed by the minister, office of the Prime Minister-Department of Disaster Preparedness and Refugees may borrow money for the implementation of the objects of this act
4. The Office of the Prime Minister- Department of Disaster Preparedness and Refugees may invest money from the fund in conformity with good commercial practice

### **5.5.3 Estimates**

1. The Permanent Secretary shall not later than three months before end of each financial year, prepare submit to the Office of the Prime Minister-Department of Disaster Preparedness, Relief and Refugees for its approval, estimates of income and expenditure of the OPM-DDPRR for approval any estimates supplementary to the estimates of the current year.
2. At any time before the end of the financial year, the permanent secretary may prepare and submit to the OPM-DDRPP for approval any estimates supplementary to the estimates of the current year.
3. No expenditure shall be made out of the funds of the Office of the Prime Minister-Department of Disaster Preparedness Relief and Refugees unless that expenditure is part of the expenditure approved by the OPM-DDPRR under the financial year in which the expenditure is to be made or in the estimates supplementary to it.

### **5.5.4 Accounts, audits and annual reports**

1. The OPM-DDPRR shall keep proper accounts and records of all transactions and affairs and shall ensure that all monies received are properly brought to account, all payments out of its monies are correctly made and properly authorized and adequate control is maintained over its assets and liabilities
2. The annual accounts of OPM-DDPRR shall be audited by the auditor general in accordance with articles of the constitution

3. The Permanent Secretary shall within in thirty days after the end of each financial year submit to the OPM-DDPRR an annual report in respect of the financial year containing

Such financial statements as the OPM-DDPRR shall require a report on the operations of the fund and such other information as the OPM-DDPRR may direct in writing to the auditor general. The accounts of the fund for the financial year; and the annual report referred to in paragraphs(a) who shall audit the audit the accounts of the OPM-DDRRP within two months after the receipt b him or her of the accounts and the annual report, submit his or her opinion on them to OPM-DDPRR

4. The minister shall cause copies of each annual report together with a copy of the opinion of the auditor general to be laid before parliament within thirty days after he or she has received them

## **CHAPTER 6**

### **6 MONITORING AND EVALUATION**

In order to know and assess the effectiveness and efficiency of the policy and strategies in Disaster Risk Reduction and Management, there will be constant and progressive monitoring and evaluation. The Office of the Prime Minister through the National Platform for Disaster Risk Reduction and Management will be responsible for the overall monitoring, supervising and evaluating Disaster Risk Reduction and Management activities undertaken at all levels. It will also ensure building the capacity of local authorities to monitor and evaluate Disaster Risk Reduction and Management at lower levels. Monitoring and evaluation will be undertaken with the full participation of government ministries, development partners, private sector and NGOs.

#### **6.1 Objectives**

- i. To determine the impact of the proposed policies and strategies, ascertain their progress and effectiveness.
- ii. To periodically review the institutional arrangements, linkages and collaboration and ascertain their effectiveness and areas of further support.
- iii. To constantly review funding levels and mechanisms to ensure that the Government sets aside sufficient resources commensurate to the Disaster Risk Reduction and Management plan.
- iv. To review on an annual basis the man power and equipment capabilities and take necessary actions to fill gaps.

#### **6.2 Strategies**

(i) Ensure that all programs and activities related to Disaster Risk Reduction and Management are well prepared, coherent and consistent with other national development plans.

(iii) Establish indicators for all programs and activities, and where possible, set targets on annual plans.

(iv) Require that all Disaster Risk Reduction and Management programs spell out the methodology for monitoring and evaluation; select certain minimum indicators to show improvements or deterioration in disaster management after a given time.

(v) Develop disaster management monitoring guidelines and a standardized reporting system to assist local authorities in monitoring, data collection and reporting.

(v) Strengthen local authorities and community monitoring and evaluation capabilities.

(viii) Undertake continuous and periodic evaluation of all aspects of Disaster Risk Reduction and Management programmes including production of district environmental profiles;

(ix) Produce and publish annual national and district state of Disaster Risk Reduction and Management reports.