

REPUBLIC OF KENYA



GOVERNMENT OF MAKUENI COUNTY



**DEPARTMENT OF DEVOLUTION, COUNTY ADMINISTRATION,  
PUBLIC SERVICE & YOUTH**

**MAKUENI DISASTER MANAGEMENT AND SPECIAL PROGRAMMES  
POLICY**

**2022**

## **FOREWORD**

Makueni County, like any other county has its share of disaster profile that is dominated by drought, fires, floods, landslides, drowning, diseases and epidemics. Whenever these disasters have occurred, they have had devastating effects on human population, property and also retarded economic growth among other negative effects.

In the quest for mitigating vulnerabilities to risks faced by the county and its residents, the County Government with the involvement of various stakeholders has formulated Makueni County Disaster Management and Special Programmes Policy to institutionalize mechanisms and strategies for addressing disasters. The policy is aligned with the Constitution of Kenya, 2010, the Kenya Vision 2030, the National Disaster Management Policy, 2018, the National Disaster Management Authority Act, 2020, the Makueni County Emergency Fund Act, 2015, Makueni County Vision 2025 among other regulatory instruments that address disaster management.

This policy documents the conventional disasters that visit the county and articulates the strategies to address the said various challenges in disaster management. The strategies focus on the inadequate decentralized disaster management structures and resources, inadequate management and dissemination of information, low levels of awareness and inadequate regulatory and institutional framework among others. The policy also offers implementation procedures to the objectives.

In this regard, the policy aims at the establishment and strengthening of disaster management institutions, creating and also recognizing the partnerships that subsist in this endeavor, networking and mainstreaming disaster risk reduction in the development process of the county in order to strengthen the resilience of vulnerable groups to cope with potential disasters.

By each stakeholder playing their role and equally the Makueni County residents taking the necessary steps to reduce the negative impacts of disasters, Makueni County will be assured of a safer environment and economic stability.

**County Executive Committee Member**  
**DEPARTMENT OF DEVOLUTION, COUNTY ADMINISTRATION, PUBLIC**  
**SERVICE & YOUTH**

## **ACKNOWLEDGEMENTS**

I wish to sincerely thank the Governor and Deputy Governor for their significant leadership and commitment in mainstreaming disaster risk reduction initiatives into the county development agenda. It is through this zeal that we have developed the Makueni County Disaster Management Policy. I gratefully acknowledge members of the County Executive Committee for their role, support and contribution towards development of this policy. Special thanks to CECM Devolution, County Administration, Public Service and Youth for guidance.

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Bravo and thank you all for your valuable support.

**Chief Officer**

**DEPARTMENT OF DEVOLUTION, COUNTY ADMINISTRATION, PUBLIC SERVICE  
& YOUTH**

## **DEFINITION OF TERMS**

The following definitions apply for the purposes of this Policy.

**Conflict:** a serious disagreement or argument between two or more parties.

**Capacity;** the existing/available resources in form of human, material and non-material.

**Contingency plan;** It is a course of action designed to help an organization respond effectively to a significant future event or situation that may happen or not happen. It is often used for risk management for an exceptional risk that, though unlikely, would have catastrophic consequences

**Contingency planning.** Is a component of business/organization continuity, disaster recovery and risk management usually done for a future event or situation that may happen or not happen

**Dekad;** A period of ten consecutive days, usually used in meteorological services, i.e. a month has 3 dekads

**Disaster:** A disaster is a serious disruption of the functioning of a community or society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community/society to cope using available resources.

**Disaster Management:** Disaster management is the organized analysis, planning, and decision-making, allocations of resources, roles and responsibilities to prepare, prevent, mitigate, respond and recover/rehabilitate from disruptions by disasters.

**Disaster Risk Reduction:** This is a systematic development, application of policies, strategies and practices to minimize vulnerabilities and disaster risks through preparedness, prevention and mitigation of adverse impacts of hazards within a context of sustainable development.

**Disaster Risk Management:** The systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of hazards and related environmental and technological disasters. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards.

**Early Warning Systems (EWS):** This is an organized structure for prediction and dissemination of timely and effective information to allow individuals who may be at risk to take action to avoid or reduce their risk and prepare for effective response

**Emergency Management:** This is organization, management of resources and responsibilities for dealing with all aspects of emergencies, particularly preparedness, response and rehabilitation.

**Environment:** It refers to everything that is around us. It can be living or non-living things. It includes physical, chemical and other natural forces

**Hazard:** A potentially damaging physical event that may be caused by environmental and biotechnological processes resulting to loss of life and livelihoods, injury, damage of property and infrastructure, disruption of economic and social functioning of individuals/communities.

**Hydro meteorological Hazards:** This is a natural or human induced phenomenon causing atmospheric, hydrological and oceanic disturbances that may result in loss of lives and livelihoods, injuries, economic and social disruptions and environmental degradation.

**Mitigation:** These are measures undertaken to limit adverse effects that may result from a hazard.

**Preparedness:** These are activities and measures undertaken in advance to ensure effective response to the impact of hazards, including the insurance of timely and effective early warnings, temporary evacuation of people and property from threatened locations.

**Prevention:** These are activities for outright avoidance of adverse impacts of hazards related to hazards.

**Relief/Response:** This is assistance and/or intervention during or immediately after a disaster to meet preservation of life and livelihoods through provision of basic subsistence needs to the affected individuals/community. It may be of immediate, short-term or protracted duration.

**Resilience/Resilient:** This is the capacity of a system and/or a community/society exposed to hazards to resist and adapts in order to obtain an acceptable level in functioning structure. This is determined by the degree to which the social system is capable of organizing itself and the ability for learning and adaptation, including capacity to recover from a disaster.

**Vulnerability:** conditions determined by physical, social, economic, and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards.

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## LIST OF ABBREVIATIONS AND ACRONYMS

**ASAL**-Arid and Semi-Arid Lands

**CBOS**- Community Based Organization

**CECM**- County Executive Committee Member

**CFOA-K**- Chief Fire Officers Association, Kenya

**CIDP**- County Integrated Development Plan

**DRR**- Disaster Risk Reduction

**DRM**- Disaster Risk Management

**EDE**- Ending Drought Emergencies

**EWS**- Early warning System

**FAO**-Food and Agriculture Organization

**IAAPs**- Interested and Affected Parties

**ICT**- Information Communication Technology

**IGAD**- Intergovernmental Authority on Development

**INGO**- International Non-Governmental Organization



**KCEMT-** Kenya Council of Emergency Medical Technicians

**KMD-** Kenya Meteorological Department

**MAM-** March April May

**MCDMC-** Makueni County Disaster Management Committee

**GMC-** Government of Makueni County

**M& E-** Monitoring and Evaluation

**NDCC-** National Disaster Coordination Committee

**NDMA-** National Drought Management Authority

**NDMU-** National Disaster Management Unit

**NDOC-** National Disaster Operations Centre

**NEMA-** National Environment Management Authority

**NGO-** Non-Governmental Organization

**PCPM-** Polish Center for International Aid

**PEV-** Post Election Violence

**RIV-** Rapid Intervention Vehicle

**SDG-** Sustainable Development Goals

**UN-** United Nations

## CHAPTER ONE

### 1.0 INTRODUCTION

#### 1.1 Background

Kenya like several other countries in the African continent and beyond, has experienced a rise in the occurrence of disasters over the past two decades. The most dominant disasters include drought, fires, floods, terrorism, collapsing buildings, accidents in the transport sector, desert locust infestation etc. In many cases, these disasters have resulted in damage to property and loss of lives Makueni County has experienced different forms of disasters in the past including and not limited to drought, fires, landslides, drowning, floods and oil spillages. These have led to impacts of various nature and magnitudes.

Makueni County recognizes that disaster management is a critical development agenda and therefore comprehensive disaster risk management strategies should be mainstreamed into county policies and programmes. There is need for mitigation and preparedness as opposed to the earlier approach of waiting to react to disasters. For instance, Makueni County being categorized as one among the 14 ASAL Counties, faces a great risk of drought that leads to extreme food deficiencies. Key national infrastructure such as Nairobi-Mombasa Highway, the Standard Gauge Railway, Nairobi-Mombasa Kenya Oil Pipeline, Nairobi-Mombasa flight path, all traverse Makueni County. These realities significantly place the County in a situation of great vulnerability to fire and other traffic emergencies.

The policy seeks to prioritize disaster management and pursues to promote citizen empowerment within Makueni County. To this end, the County Government will employ a bottom-up approach that focuses on the village level for Disaster preparedness, response, recovery and rehabilitation programmes. Building capacities of people living in disaster prone areas and improvement of their capabilities in order to cope with all hazards is therefore central and critical to the policy intentions of Makueni County. Consequently, Makueni County Disaster Management and Special Programmes Policy addresses itself to these issues as documented herein.

## 1.2 Situational Analysis:

The major forms of disasters in Makueni County include: drought, floods, collapse of buildings, road and rail traffic accidents, drowning, landslides/mudslides/land subsidence, sand mining accidents, terrorism, oil spillage, whirlwinds, conflicts and violence and fires. Depending on the frequency of their occurrence, these disasters have in the past caused various impacts as stated below.

### 1.2.1 Drought

The climate of Makueni County is characteristically that of the Semi-Arid lands with an average rainfall of between 300mm-1200 mm per annum. In terms of rainfall pattern, the county is characterized by erratic rainfall, drought and massive crop failure which have always affected the livelihoods of the rural small holder farming population. The three main livelihood zones in the county are: marginal mixed farming (cotton and beef) comprising of 30% of the population, mixed farming (coffee/dairy/irrigation) with 30% of the population and mixed farming (food crops/cotton/livestock) dominating with 40% of the total population where Makueni Sub County lies.

In Makueni County, maximum drought intensity (length or duration of a drought) varies within the county, ranging from 16 – 20 months in the driest areas: Kibwezi East, Kibwezi West and some parts of Makueni sub county, where they practice marginal farming livelihoods and mixed farming: livestock, food crops and livestock and 4 – 7 months in the wettest areas: Mbooni and Kaiti sub-counties where they practice mixed farming livelihoods; coffee, dairy and irrigation. (Makueni County Drought Contingency plan, 2014).

Drought can lead to the following if not mitigated: famine, fire, decline in crop yields leading to food insecurity, livestock deaths, forced sale of household assets leading to loss of livelihoods and migration. Other impacts include: increased crime due to lost livelihoods, conflicts over scarce resources and negative economic impact. Records show that severe droughts have resulted to famine in Makueni County as below: 1868: *Yua ya Ngovo*, 1870: *Yua Ya Ngeetele*, 1878: *Yua ya Kiasa*, 1880: *Yua ya Ndata* (Great South Comet), 1883: *Yua ya Nzaana*, 1897/1898: *Yua ya Ngomanisye/Muvunga*, 1908: *Yua ya Kilovoo/Yua ya Malakwe*, 1915: *Yua ya malakwe/Munyao wa Ngondi* (famine where beans were being given as relief), 1924: *Yua ya Nzalukangye*, 1929: *Yua ya Kakuti*, 1930: *Yua ya Silanga-Ngie syaya liu* (digging dams in food for assets during the

famine/ locust destroyed food crops), 1934: *Yua ya Ukuku* ( food was a wild vegetable called ukuku), 1935: *Yua ya Mavindi* (selling bones to buy food during the famine), 1943: *Yua ya Mbulunga*, 1944: *Yua ya Ngie/Nzie* (locust invasion & subsequent famine), 1943-1945: *Yua ya mwolyo* (people had to queue for food), 1946: *Yua ya Mutulumbu/Katune/Ndovoi* (Famine when red flour was distributed as relief), 1950: *Yua ya makonge*( selling sisal to buy food), 1961: *Yua ya Ndeke/ Mbua Nene/Yua ya Nguuti* (delivery of food by airdropping, later heavy rains caused extensive of flooding), 1965: *Yua ya Mutu Wa Nganu/Yua ya Atta* (The only food was wheat flour), 1973/74: *Yua ya longoosa* (characterized by death and movement of cattle), 1980-1981: *Yua ya nikwa Ngwete* (there was money but no food), 1984: *Yua ya katolele* (famine where yellow maize was the only food).

Currently, the only structured approach to Drought Disaster Management leans towards drought related emergencies. This is largely the arrangement that has been put in place by the National Drought Management Authority (NDMA). There also exists the County Steering Group Committee at the County Level, the Sub County Steering Groups which are located at the Sub county levels and are tasked with the responsibility of overseeing drought related matters. On drought mitigation, some of the critical stakeholders in the County include Kenya Red Cross, World Food Programme, World Vision (K) and other Non-Governmental and International Non-Governmental Organization (NGOs and INGOs), Interested and Affected Parties (IAAPs).

The applicability of a particular approach adopted depends on the timing of interventions or phase of drought management cycle (prevention, mitigation, preparedness, response, rehabilitation and reconstruction).

### 1.2.2 Floods

Makueni County receives an average rainfall of between 300mm-1200 mm per annum. Most rains have been characterized by flash floods and storms which have increasingly destroyed shelters, infrastructure and also led to fatalities and injuries. For instance, in the March-April-May (MAM) rains of 2018, 15 fatalities were reported as a result of the heavy rains experienced across the county. In the last dekad of April (starting 21<sup>st</sup> April) 2018, Makueni Sub County experienced heavy rains marked with flash floods and storms that led to two fatalities. Similar incidents were also experienced along River Athi which destroyed shelters, infrastructure and livelihoods (mainly food crops) in Kibwezi East mainly Masongaleni ward.

### 1.2.3 Collapse of buildings

Structural developments are on the rise in Makueni County especially high rise/storey buildings which have increased the susceptibility of the county to disasters. Poor structural designs, fires, road and rail constructions, earth movements, mining, mudflows, landslides inter alia, have increased vulnerability to collapse of buildings. When this happens there can be loss of lives, destruction to property and loss of livelihoods.

### 1.2.4 Road and Rail Traffic Accidents

Large stretches of the railway line as well as the Nairobi- Mombasa Highway traverse Makueni County and as a result increases the chances of experiencing road and rail accidents. Petroleum transporting trucks and rail wagons have occasionally derailed or overturned and, in the process, caused oil spills whilst also risking fire outbreaks. These incidents have led to loss of lives and other economic losses.

### 1.2.5 Drowning

Drowning cases are on the rise in Makueni County and majorly occur in rivers and dams. Some of these cases are intentional (suicide) and others accidental. If proper mechanisms to counter drowning incidents and timely rescues are not made, the probability of losing lives is escalated. In the year 2018, six (6) cases of drowning were reported and the drowned victims successfully retrieved.

### 1.2.6 Landslides/Mudslides/Land Subsidence

Landslides, mudslides and land subsidence have been experienced in the hilly areas of Mbooni, Kithungo/Kitundu, Kilungu and Ilima wards of Makueni County. The causes include: rock and sand mining, buildings in wetlands, poor cultivation methods that attract soil erosion, natural earth movements and ground water failures. Whenever they have occurred, these hazards have caused adverse impacts ranging from; loss of lives, loss of property, destruction of crops and livestock.

### 1.2.7 Sand mining accidents

Most of the sand mining activities occur in rivers and river banks and other designated sand harvesting sites. In the past, some of these activities have led to accidents causing injuries and loss of lives.

### 1.2.8 Terrorism

Terrorism is an emerging threat worldwide, nationally and also countywide. Terror attacks have been on the increase in Kenya and especially in the capital (Nairobi). Recent terrorist attack in the country include; (2013) Westgate Mall Shooting, (2014) Mpeketoni Attack, (2015) Garissa

University Attack and (2019) Nairobi Dusit D2 Hotel Attack. In April 2016, a medical intern at Makueni referral hospital was arrested for allegedly planning large scale attacks including a biological attack in Kenya using anthrax, an attack whose target was medical doctors and university graduates.

These malicious acts threaten lives and cause serious environmental and economic shock and thus calls for preventive and preparedness measures to counter such animosities or mindless acts of violence.

#### 1.2.9 Oil Spillage

The Kenya Pipeline traverses Makueni County and as such, oil spillage is an emerging disaster concern in Makueni County.

Oil spillage has been occasioned by petroleum transporting trucks and train derailment as well as punctures of the oil pipelines leading to premature discharge of oil into the environment. Makueni County has in the recent past, experienced oil spillages in Thange and Makindu Wards. For instance, the 2015 oil spillage in Thange ward affected hundreds of households including farmers and their livelihoods and cost the Government over 200 million to mitigate the effects and restore the livelihoods of the affected residents.

#### 1.2.10 Whirlwinds

Whirlwinds occur all over the world and often occur in Makueni, leaving behind a massive trail of destruction of crops, property and loss of lives. Necessary mitigation measures such as tree planting, proper zoning and sustainable settlements will be taken against the adverse effects.

#### 1.2.11 Conflicts and Violence

When conflicts are not well managed, they can escalate to violence like the Kenya's 2007/2008 Post-Election Violence (PEV) that was politically instigated. Governance has been devolved to the county level and as such has also attracted political competition and occasioned rivalries that may potentially cause political differences, trans-boundary conflicts and political animosities. Resource based disputes (land, water etc.), human-wildlife conflicts are likely to be experienced due to the geographical distributions. Conflict management and resolution is therefore crucial to avert any eventuality.

#### 1.2.12 Fires

Makueni County is at the forefront of fighting fire emergencies that occur in buildings, public amenities like schools, forests amongst others. Between the FY 2016/17 and 2019/20, the county

experienced 103 fire related incidences whose impact has been quite devastating. For instance, on 18/09/2016, the Wote *Jua kali* market fire at Wote town affected over 60 traders and cost the county a total estimated amount of Kshs. 24.4 M in rehabilitation & reconstruction. It is therefore vital to enhance fire risk preparedness in the county.

### **1.3 Existing Legal Framework**

The Fourth Schedule of the Constitution of Kenya 2010 provides for disaster management as a shared function between the two levels of government; this means that both levels of government have an important role and contributions to make towards disaster management.

The Government of Makueni County must therefore be at the fore front in disaster management. While the National Government has a bigger role to play in disaster management, the County Government on the other hand finds itself at the doorstep of the populations at risk. Consequently, the County Government is the first point of call in case of any disaster or its occurrence. Taking the foregoing into account, the Government of Makueni County is therefore committed to play its rightful role in safe guarding the interests, lives and properties of the people of Makueni. In line with the bill of rights that emphasizes the right for every individual to live a dignified life in a safe and healthy environment, the Government of Makueni County is committed to being adequately equipped and able to efficiently respond in a timely manner to all disasters occurring within its borders.

The thrust of this policy is to institutionalize and mainstream disaster management in the county's development initiatives. Ideally, the focus is with keeping up with international and regional initiatives as contained in;

1. Yokohama Strategy and Plan of Action for a Safer World (1994).
2. The Johannesburg Plan of Implementation issued at the World Summit on Sustainable Development (2002).
3. The Copenhagen Conference (2009)
4. Mexico Conference (2010) on Climate Change respectively,
5. The World Conference on Disaster Reduction held in Kobe, Japan, January 2005
6. The Hyogo Declaration and Hyogo Framework of Action 2005—2015; on “Building Resilience of Nations and Communities to Disasters”
7. Sendai Framework for Disaster Risk Reduction (2015-2030).
8. Sustainable Development Goals (SDG) (2016-2030)

9. The Kenya's Constitution 2010 schedule IV that states that firefighting and disaster management is a shared function by the County and National Governments.
10. The Kenya Vision 2030
11. The National Disaster Management Policy, 2018
12. The National Disaster Management Authority Act, 2020
13. The Makueni County Emergency Fund Act, 2015
14. Makueni County Vision 2025

## **1.4 CHALLENGES TO BE ADDRESSED**

Some of the key challenges experienced in Makueni County with respect to disaster management are:

### **1.4.1 Inadequate disaster management structures from county level to village level**

The Directorate of Special Programmes, Disaster Management and Emergency Services was established in 2018 and is in the process of establishing operational structures. The prevailing situation in Makueni County is that there are no devolved staff for Disaster Management.

#### **Inadequate resources**

**1.4.2.1 Inadequate staffing:** The Directorate has only two staff against the minimum requirement of sixteen (16). The directorate relies on contracted staff and officers on internship program. This makes it ineffective to provide its crucial services and also deliver on its mandate. The schemes of service for firefighters is equally not clearly defined.

**1.4.2.2 Inadequate funding:** The Directorate charged with disaster management has been in the previous past inadequately funded. Disaster preparedness, response, rehabilitation and reconstruction is a very expensive undertaking. It consumes lots of resources to gather disaster related information as well as act on it. In a disaster situation, there is usually need for lots of readily available resources.

**1.4.2.3 Inadequate equipment:** The county has two firefighting equipment (one rapid intervention vehicle and a major engine) that serve the vast geographical area of Makueni County. The county has established a county fire station at Wote. However, more funding is required to operationalize the already established fire station and to establish more fire substations at the sub counties.



#### *Inadequate management and dissemination of information*

Makueni County lacks central repository for all data and information relating to disasters. This is largely so because disaster management has never been centralized and has all along been addressed in an adhoc manner. Education, Health, Trade, and all other departments have individually spearheaded their own disaster response and management any time they are confronted by such situations. To address this, the Makueni County Disaster Management Policy provides for establishment of a disaster information center. This is proposed to be the center where all disaster related data and information is collected, collated, analyzed and stored. Through this Policy, community awareness and sensitization shall be enhanced to promote disaster risk reduction culture.

#### *Low levels of awareness on disaster management*

The awareness levels in Makueni County in the field of disaster management is low. This policy proposes to enhance sensitization on disaster management as well as handling of risks that are associated with the same.

#### *Inadequate regulatory and institutional framework*

The legal framework for the regulation of disaster management activities is inadequate. Currently, the only legal instrument with regards to disaster management is the Makueni County Emergency Fund Act, 2015. Unfortunately, this law is biased to emergency response management only and as a result is in dire need of review.

## CHAPTER TWO

### **2.0 POLICY STATEMENT AND OBJECTIVES:**

This Policy provides a comprehensive approach for increased political commitment to disaster management thereby encouraging county government agencies to take the lead with the support of stakeholders in disaster management. It also promotes public awareness and the incorporation of disaster risk management into development planning. The policy also highlights the sources of funding and the reduction of bureaucracies in accessing such funds for effective disaster coordination and response.

#### **2.1 Policy Goal**

The overall goal of this Disaster Management and Special Programmes Policy is to provide guidance on how Makueni County Government will manage all aspects of disaster management including operationalization of the necessary instruments thereto.

#### **2.2 Rationale**

Under the Constitution, the county is mandated to deal with all aspects of disaster management at the county level. Therefore, to effectively execute this function and drawing from lessons learnt, there is need for a systematic way to manage disasters both in terms of prevention and management, after the fact.

#### **2.3 Scope**

The policy shall apply to all county agencies and entities as regards disaster management. Specifically, the policy shall cover public awareness and the incorporation of disaster risk management into development planning within the county.

#### **2.4 Principles**

This Policy is based on several principles which underpin the philosophy upon which this policy is anchored. The policy shall adopt the following guiding principles in disaster risk management.

##### **2.4.1 The absolute right of all Victims of Fire, Emergencies and Disasters**

Emergency response shall prioritize saving of lives of victims in emergency situations.

#### 2.4.2 The primacy of coordination, collaboration and communication:

The County shall ensure that adequate coordination and communication is done at all levels in the context of disaster management. Alternative and effective communication systems, especially, where normal communication is likely to be or has been interrupted during disasters shall be pursued and adopted.

#### 2.4.3 Multidisciplinary and multisectoral approach

Since disasters cut across disciplines and sectors; the county shall adopt a multidisciplinary and multisectoral approach to the management of disasters.

#### 2.4.4 Lesson learning and knowledge management

In view of the experiences gained and lessons learnt during the management of the various hazards and disasters, the county will promote documentation and sharing of lessons with a view to improving best practices in disaster risk management.

#### Research and dissemination of information

The policy recognizes that all stakeholders in disaster management have the responsibility of collecting, collating, documenting and disseminating their activities and experiences on disasters to other stakeholders.

#### Strengthening of capacities for disaster management

In view of the dynamic nature of disasters, the county in coordination with other stakeholders, will strive to strengthen capacities through training and skills development at all levels.

#### Mainstreaming of climate information into disaster risk reduction

The optimum factoring of climate and weather information such as early warning in disaster management is a vital component of this Policy. Most disaster-like fires, drought and floods are weather related. It is therefore paramount to mainstream climate information in disaster management.

#### Recognizing the role of the community in disaster risk reduction

Communities will be encouraged to establish mechanisms, building on their traditional coping strategies to enable them to share knowledge and technologies and to pool together local resources for disaster mitigation, preparedness, prevention, response and recovery.

## **2.5 Policy Objectives**

The following strategies shall be adopted for purposes of policy implementation.

### **2.5.1 Objective One**

To establish and operationalize disaster management structures up to the village level;

#### **Strategies:**

- 2.5.1.1. Establish and operationalize County, Sub County, Ward and Village Disaster Management Committees.
- 2.5.1.2 Capacity build the disaster management committees.
- 2.5.1.3 Develop hazard profiling and vulnerability assessment at the specific administrative levels.
- 2.5.1.4 Strengthen decentralization of disaster risk reduction interventions.
- 2.5.1.5 Develop proactive measures against mapped risks.
- 2.5.1.6 Develop disaster response plans/ interventions including activation of early warning for early action.
- 2.5.1.7 Adopt appropriate measures on post disaster interventions like relief, rehabilitation and reconstruction.
- 2.5.1.8 Promote increased inter and intra-county cooperation and coordination in matters disaster management.
- 2.5.1.9 Strengthen monitoring and evaluation in the context of disaster management.
- 2.5.1.10 Promote linkages between management of disaster risk and sustainable development for reduction of vulnerability to hazards and disasters.

### **2.5.2 Objective Two**

To promote institutional capacity building and resource mobilization in disaster management;

#### **Strategies**

- 2.5.2.1 Design resource mobilization strategies and prepare action plans.
- 2.5.2.2 Establishment of specific fund for disaster risk reduction strategies and programmes.
- 2.5.2.3 Ensure adequate budgetary allocation for disaster management.
- 2.5.2.4 Strengthen the Directorate in charge of disaster management through optimal staffing guided by schemes of service for the employees and competence development.
- 2.5.2.5 Promote intercounty, national and international partnerships in research and capacity building (trainings, peer learning/exchange programs and equipment support) in the field of disaster management.

### **2.5.3 Objective Three**

To improve identification, assessment of disaster risks and dissemination of Disaster Management information;

#### **Strategies:**

2.5.3.1 Develop key stakeholders' database with clearly defined roles and responsibilities.

2.5.3.2 Establish communication and information exchange platforms amongst stakeholders in risk identification and assessment.

2.5.3.3 Improve capacities in identification, assessment and monitoring of hazards and vulnerabilities.

2.5.3.4 Collaborate with key stakeholders in setting up and strengthening early warning systems, institutions, capacities and resource base, including observational and research sub systems.

2.5.3.5 Establish and operationalize a County Disaster Information and Documentation Center.

### **2.5.4 Objective Four**

To enhance public awareness on disaster management

#### **Strategies**

2.5.4.1 Promote public participation in planning and implementing disaster risk reduction interventions.

2.5.4.2 Document and promote the use of relevant indigenous knowledge among communities in hazard identification and in developing early warning systems for early action.

2.5.4.3 Promote disaster sensitization programmes among communities and institutions.

2.5.4.4 Strengthen the role and capacities of women, youths and vulnerable groups in disaster management.

### **2.5.5 Objective Five:**

To establish and operationalize regulatory and institutional framework for disaster management

#### **Strategies**

2.5.5.1 Evaluate and map out the existing capacities of partner institutions to harmonize terms, policies and strategies at national and county levels.

- 2.5.5.2 Develop, review and operationalize relevant regulatory and institutional frameworks on disaster management.
- 2.5.5.3 Prepare and disseminate guidelines for integrating disaster risk reduction in development planning.
- 2.5.5.4 Develop guidelines to facilitate the strengthening of contingency planning towards disaster risk reduction.

## CHAPTER THREE

### 3.0 DISASTER MANAGEMENT, INSTITUTIONAL DESIGN AND RELATIONSHIPS

#### 3.1 Disaster Management

Disaster management comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development.

##### 3.1.1 Disaster Management Phases/Cycle

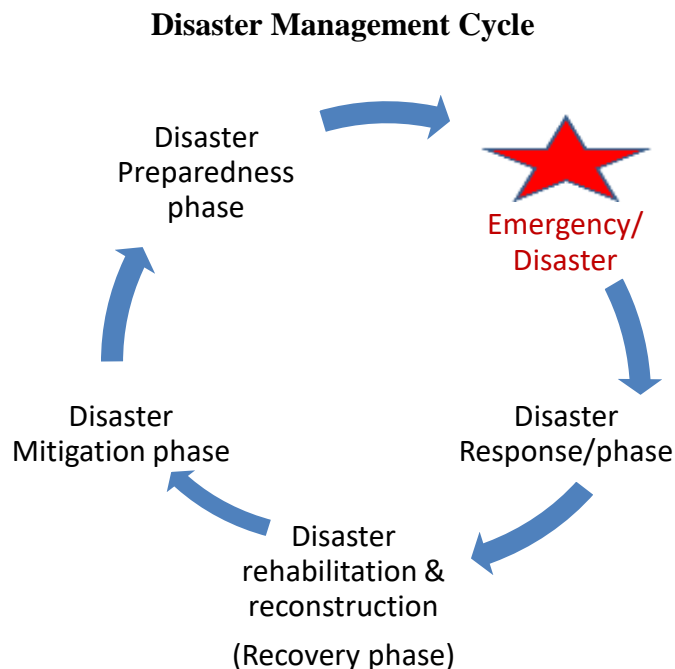
Disaster management comprises mainly two phases

**3.1.1.1. Pre disaster risk reduction phase;** Disaster prevention, mitigation and disaster preparedness

**3.1.1.2 Post disaster recovery phase;** Disaster response, rehabilitation and reconstruction.

The phases are linked in such a way that if activities are well carried out in one phase, it enhances operations in the succeeding phase.

The phases can be illustrated diagrammatically in a disaster management cycle as shown below

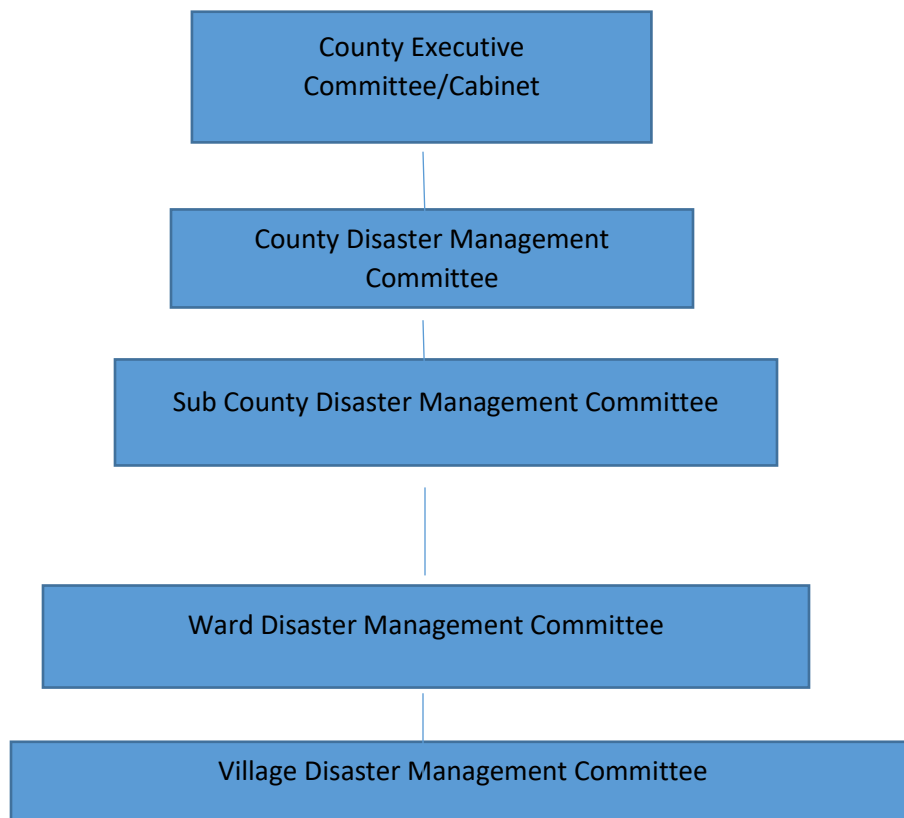


### 3.2 Special Programmes

Whenever disasters strike, different measures and activities are undertaken during humanitarian response, relief, rehabilitation and reconstruction meant to prevent further loss of lives, property and to improve the resilience of vulnerable groups and communities. Initiatives such as establishing linkages and coordinating relevant stakeholders and steering groups, relief management (food and non -food items) are thus of paramount importance in framework of disaster management.

### 3.3 Disaster Management Committees

The figure below shows the overarching structure of disaster management Committees established and recognized by this policy within the County.





### **3.3.1 Mandates of Disaster Management Committees**

#### **3.3.1.1 The County Disaster Management Committee:**

This committee shall be responsible for:

3.3.1.1.1 .Advisory, coordination and direction of all matters relating to disaster management in the County.

3.3.1.1.2 Facilitating implementation of decisions of the County Executive Committee in all matters relating to disaster management.

#### **3.3.2 The Sub County Disaster Management Committee**

The committee shall be responsible for:

3.3.2.1 Providing general advice and direction in all matters relating to Disaster management at Sub County level.

3.3.2.2 Implementing decisions of the County Disaster Management Committee.

#### **3.3.3 The Ward Disaster Management Committee**

The committee shall be responsible for:

3.3.3.1 Providing general advice and direction in all matters relating to disaster management at ward level.

3.3.3.2 Coordinating disaster management activities at the ward level.

#### **3.3.4 Village Disaster Management Committee**

The committee shall be responsible for:

3.3.4.1 Providing general advice and direction in all matters relating to Disaster management at village level.

3.3.4.2 Coordinating disaster management activities at the village level.

### **3.4 Establishment of Directorate of Disaster Management and Special Programmes**

The directorate as established shall be responsible for disaster management and special programmes. It shall perform the following functions:

- 3.4.1 Act as the secretariat to the MCDMC and serve as the central agency for ensuring proper and effective implementation of the policy activities among all line departments, ministries and sectors.
- 3.4.2 Coordinate all disaster management issues in Makueni County and advise the county government accordingly.
- 3.4.3 Coordinate all special programmes in the county including and not limited to; humanitarian response, relief, rehabilitation and reconstruction and establishing linkages with the relevant stakeholders.
- 3.4.4 Establish and operationalize a comprehensive County Disaster Operations Centre.
- 3.4.5 Monitoring all disasters for mitigation.
- 3.4.6 Establish and operationalize the Disaster Risk Assessment and Early Warning systems.
- 3.4.7 Develop, update and coordinate implementation of the Disaster Risk Management Strategy, disaster management plans, County disaster response plan and search and rescue.
- 3.4.8 Promote and strengthen linkages with key departments, ministries, CSOs, international, national and local organizations, sub-counties and community-based disaster management structures.
- 3.4.9 Coordinate preparation and maintenance of County hazard atlas including data bank and information on potential hazards and vulnerabilities at all levels.
- 3.4.10 Undertake any other duty or responsibility that may relate to its functions.

## CHAPTER FOUR

### 4.0 STAKEHOLDERS ENGAGEMENT

In carrying out its mandate in disaster management, the Directorate shall partner with the following stakeholders:

#### 4.1 Role of County Departments and Institutions

##### 4.1.1 The Office of the Governor.

The Office of the Governor is responsible for the declaration of disasters in the County. Declaration of Disaster provides for accelerated and enhanced approach especially in resource mobilization for purposes of Disaster response and mitigation. The Office of the Governor plays a key role in the area of identification of potential Partners in development and will be heavily relied upon for enhanced Networks in the area of Disaster Management.

##### 4.1.2 Department of Devolution, County Administration, Public Service and Youth.

This is the lead Department that is responsible for disaster management in the County. It is the home to the directorate of disaster management and shall coordinate and provide policy direction for risk reduction, prevention, preparedness, mitigation and response actions in the county in consultation with other line ministries, humanitarian and development partners, and the private sector. The County Administration staff and structure which is present up to the village level has been identified as a critical organ especially in the field coordination of disaster risk response activities.

##### 4.1.3 Finance and Social-Economic Planning.

The department of Finance and Social-Economic Planning is charged with the overall responsibility of financial allocation to Disaster management. It will be relied upon to ensure that adequate and timely resources are availed for purposes of Disaster Preparedness, prevention, Response and Rehabilitation programs.

##### 4.1.4 Department of Roads, Transport, Energy, Public Works.

Many bridges and roads are swept away in different parts of the county whenever there are heavy rains. Poorly maintained and narrow roads have in the past contributed to incidences of Road traffic accidents. In addition, the Department has equipment that can be called upon for rescue purposes in case of collapsed buildings, fire, etc.

The objective will be to work together and encourage designs of roads and bridges with adequate capacities to withstand hazardous situations.

#### 4.1.6 Department of Lands, Urban Development, Environment & Climate Change

The department shall ensure that developments plans adhere to disaster management regulations. Urban settlements shall be done in such a way that they do not obstruct emergency response activities.

Haphazard settlements, poor urban physical planning, lack of quality assurance and building standards and lack of risk analysis in infrastructure development are among the several factors that increase people's vulnerability to disasters in the County. There is need to ensure that infrastructure development, and in particular housing, is designed and constructed with adequate capacities to withstand hazardous situations.

The County department in charge of environment will be relied upon to ensure the integration of environmental concerns in all development policies, planning and activities at county, sub-county and local levels, with the full participation of the individual and community. The Department will be expected to encourage optimized resource use and the achievement of a sustainable level of resource consumption, by raising public awareness to understand and appreciate the linkages between the environment and development. Climate change is a key contributor to the adversities of disasters and their occurrence like drought and forest fires. The department will be a key actor in providing solutions to climate change mitigation and adaptation.

#### 4.1.6 Department of Health Services.

The Directorate of Disaster Management is committed to working closely with the Department of Health services to provide adequate as well as timely health services which prevent unnecessary loss of life whenever disaster strikes and quick restoration of the victims' productive capacity. It will also be resourceful in public health sensitization and outreach, provision of social psychological support to victims during post disaster period.

#### 4.1.7 Department of Water

As a way of addressing the increasing cases of drowning, the directorate shall work closely with this department to ensure that all water projects mainstream disaster risk reduction initiatives like fencing of dams, inter alia.

#### 4.1.8 Department of Education, Sports and ICT

This policy seeks to promote enhanced partnership with the Department, especially in the area of mainstreaming disaster risk management to the education curriculum at all levels. This is projected to enable the children to grow up while knowing the risks and hazards in their society and how to avoid or manage them. Pupils and students are also good educators of the communities where they originate and equally contribute to community education on risk and hazards management, once equipped with the knowledge at school.

The objective is to minimize risks of hazards and impact of disasters on school going children and to improve safety of school buildings and mainstream disaster risk education into school's curriculum at all levels.

Again, Information, Communications Technology (ICT) is a very crucial pillar in effective Disaster Management. This policy seeks enhanced cooperation and support with the ICT sector for fast handling and dispatch of disaster related Information.

#### 4.1.9 Department of Agriculture, Fisheries and Livestock

This Department has the general responsibility to promote and guarantee food security of the people of Makueni. The Department will be relied upon to mobilize all players in the food production sector to increase safe food production and storage as a means to avert food shortage crises in the County. The overarching objective will be to ensure that adequate food is produced for all areas of Makueni County by promoting appropriate production and post-production systems, good animal husbandry and fisheries practices.

#### 4.1.10 Makueni County Assembly

The County Assembly is a major stakeholder as it approves the County Government's Budget amongst other legislative roles. Additionally, elected leaders are also critical in public communication with and to the public.

#### 4.2 Role of National and other Institutions /Structures

Disaster management is a shared function between the national and county government in line with the 2010 Constitution hence national institutions are key stakeholders within this field.

##### 4.2.1 National Disaster Operation Centre

The NDOC is a state department in the office of the president and acts as the focal point for coordinating response to emergencies and disasters in Kenya.

#### 4.2.2 The National Drought Management Authority (NDMA)

NDMA is mandated to ensure that drought does not result in emergencies and that the impacts of climate change are sufficiently mitigated.

#### 4.2.3 The Kenya Red Cross, County, National and International Humanitarian Agencies.

The Kenya Red cross, County, National and International Humanitarian Agencies and professional bodies provide valuable contributions to all aspects of disaster risk reduction in the county through, disaster prevention, mitigation, preparedness, response and recovery. They play a key role at county and local levels to disseminate information on disaster risks, mitigation and adaptation. The Kenya Red Cross society helps during emergencies in providing food and non-food items as well as coordinating disaster response.

#### 4.2.4 The National Disaster Management Unit (NDMU), Kenya Police, Kenya Defense Forces, National Youth Service, Ministry of Devolution and Planning and other agencies

The security forces are a major source of equipment and well-trained personnel and other logistics of emergency management. They offer a range of support during search, rescue and recovery. They can be called upon for security provision during emergencies as they are strategically located across the country. The National Disaster Management Unit plays a major role in disaster coordination, incident management during major disasters as well as maintaining disaster management information systems.

#### 4.2.5 Chief Fire Officers Association, Kenya (CFOA-K) and Kenya Council of Emergency Medical Technicians (KCEMT)

These associations among others provide an avenue for training of fire fighters and emergency responders, coordination with international partners, disaster management support groups as well as addressing challenges faced by Kenyan fire fighters and disaster managers.

#### 4.2.6 The National Platform for Disaster Risk Reduction

This is a stakeholder forum for consultation, negotiation, mediation and consensus building on disaster risk reduction. Membership is drawn from all line ministries, NGOs and CBOs. The UN agencies and private sector also participate and share their information, knowledge and expertise with other stakeholders. The platform works closely with the ministry of Devolution & Planning Directorates, NDOC and NDMA in coordination with the County DRR platform.

#### 4.2.7 Kenya Meteorological Department (KMD)

KMD is responsible for the provision and dissemination of accurate and timely climate information, weather updates and situation reporting when needed. This is crucial in management of climate related hydrological and meteorological hazards like floods.

#### 4.2.8 International Partners

Various international partners like Polish Centre for International Aid (PCPM) and Africa Fire Mission (AFM) play a very important role in capacity building in terms of training and equipment support of Kenyan fire brigades and emergency responders. It is vital to recognize and support the partnerships.

#### 4.2.9 Communities and Individuals.

Communities are responsible for taking measures within their own capacities; protecting their own livelihoods and property. Measures taken by individual households and communities should be integrated into the county disaster management strategy.

## CHAPTER FIVE

### **5.0 POLICY IMPLEMENTATION**

The County government will ensure that the implementation agenda for change, as articulated in this policy, is effectively monitored and regularly reviewed. This policy adopts and will be implemented through a multi-sectoral and integrated approach including collaboration between the national and county governments with external support from development partners, civil society and the private sector.

Therefore, there is need to facilitate the application of this policy through engagement and collaboration with stakeholders in implementation strategies as well as creating awareness around the document.

#### **5.1 Resource Mobilization**

The successful implementation of this Policy will depend on the availability of adequate financial, human and infrastructural resources. In order to demonstrate commitment to implementing the Constitution, relevant laws and the policy, the county government will integrate budgetary processes towards the implementation of this Policy.

#### **5.2 Monitoring and Evaluation**

Monitoring is important – to evaluate how effectively public bodies are discharging their obligations and to gather information which can be used to support calls for improvements to the law and implementation activities. Ongoing monitoring and evaluation will enable implementation efforts to be continuously assessed, reviewed and strengthened, so that best practice can be distilled and copied, and areas still requiring more work can be identified and addressed.

A Monitoring and Evaluation framework will be developed to accompany this Policy document so as to facilitate effective routine managerial and coordination control, strategic assessment of outcomes and impact, and provide the material from which lessons can be learned and policy analysis developed or reviewed.



The monitoring framework for the Policy will outline information requirements, data collection methods, and analytical frameworks and will include plans for ongoing monitoring activities to inform the future direction of the policy. The evaluation will seek to attain the achievement of outputs and impact at the objectives level and confirm that Programme activities have been carried out effectively and to appropriate quality standards.

Consequently, monitoring and evaluation will be undertaken to determine the following:

- 5.2.1 Review and evaluate the overall progress of implementation activities under this Policy.
- 5.2.2 To distil best practices and promote their replication;
- 5.2.3 To identify areas for improvement;
- 5.2.4 To make recommendations for review and reform.
- 5.2.5 Ensure the production of annual reports which will include matters such as an analysis of the county governments performance in the implementation of this policy.

### 5.3 Policy Review

This Policy shall be reviewed periodically. Any review will be subjected to countywide public participation and stakeholder validation.

### 5.4 Implementation Matrix

Policy Strategic Objective	Strategies	Indicators	Actors	Timeline
<b>Objective One: To establish and operationalize disaster management structures up to the village level;</b>	<ul style="list-style-type: none"> <li>▪ Establish and operationalize County, Sub County, Ward and Village Disaster Management Committees</li> </ul>	1 County, 6 Sub County, 30 Ward and 60 Village Disaster Management Committees	H.E. Governor CECM & C.O. in charge of disaster mgt.	Annually

Policy Strategic Objective	Strategies	Indicators	Actors	Timeline
	<ul style="list-style-type: none"> <li>▪ Capacity build the disaster management committees</li> <li>▪ Develop hazard profiles and vulnerability assessment at the specific administrative levels</li> <li>▪ Strengthen decentralization of disaster risk reduction interventions.</li> <li>▪ Develop proactive measures against mapped risks</li> <li>▪ Develop disaster response plans/ interventions including activation of Early Warning for Early Action</li> <li>▪ Adopt appropriate measures on post disaster</li> </ul>	<p>No. of Trainings for the committees</p> <p>Hazard profile &amp; dissemination</p> <p>Disaster response plan Recovery plan</p> <p>Register &amp; reports</p> <p>Disaster response plans</p> <p>Register &amp; reports</p>	<p>Directorate in charge of disaster management</p> <p>„</p> <p>„</p> <p>„</p> <p>Directorate in charge of disaster management</p> <p>„</p> <p>„</p>	<p>Annually</p> <p>„</p> <p>Annually</p> <p>Annually</p> <p>„</p> <p>„</p>

Policy Strategic Objective	Strategies	Indicators	Actors	Timeline
	<p>interventions like relief, rehabilitation and reconstruction</p> <ul style="list-style-type: none"> <li>▪ Promote increased inter and intra-county cooperation and coordination in matters disaster management</li> <li>▪ Strengthen monitoring and evaluation in the context of Disaster Management.</li> <li>▪ Promote linkages between management of disaster risk and sustainable development for reduction of vulnerability to hazards and disasters</li> </ul>	<p>reports on partnerships</p> <p>Quarterly M&amp;E report</p> <p>„</p>	<p>„</p> <p>„</p> <p>„</p>	<p>„</p> <p>„</p> <p>„</p>
<p><b>Objective Two:</b> <b>To promote institutional capacity building</b></p>	<ul style="list-style-type: none"> <li>▪ Design resource mobilization strategies and prepare action plans</li> </ul>	<p>Resource mobilization plan</p>	<p>CECM, C.O &amp; Director in charge of</p>	<p>Annually</p>

Policy Strategic Objective	Strategies	Indicators	Actors	Timeline
<p>and resource mobilization in disaster management;</p>	<ul style="list-style-type: none"> <li>▪ Establishment of specific funds for disaster risk reduction strategies and programmes</li> <li>▪ Ensure adequate budgetary allocation for disaster management.</li> </ul> <ul style="list-style-type: none"> <li>▪ Strengthen the Directorate in-charge of disaster management through optimal staffing guided by schemes of service for the employees and</li> </ul>	<p>Disaster response fund established</p> <p>Yearly Budgetary allocation</p> <p>No. of staff placed No. of staff trainings</p>	<p>disaster management</p> <p>CECM &amp; C.O. in charge of disaster mgt.</p> <p>County Secretary CECM &amp; C.O. in charge of disaster mgt. Makueni CPSB</p> <p>CS CECM &amp; C.O. in charge of disaster mgt.</p>	<p>Annually</p> <p>Annually</p> <p>Annually</p>

Policy Strategic Objective	Strategies	Indicators	Actors	Timeline
	<p>competence development</p> <ul style="list-style-type: none"> <li>▪ Promote intercounty, national and international partnerships in research and capacity building (trainings, peer learning/exchange programs and equipment support) in the field of disaster management.</li> </ul>	<p>peer learning/exchange programs and equipment support</p>	<p>„</p>	<p>„</p>
<p><b>Objective Three:</b> <b>To improve identification, assessment of disaster risks and dissemination of Disaster Management information;</b></p>	<ul style="list-style-type: none"> <li>▪ Develop key stakeholders' database with clearly defined roles and responsibilities.</li> <li>▪ Establish communication and information exchange platforms amongst stakeholders in risk identification and assessment.</li> </ul>	<p>Stakeholders database established</p> <p>Communication platform</p>	<p>Directorate in charge of disaster mgt.</p> <p>Directorate in charge of disaster mgt.</p>	<p>3 years</p> <p>3 years</p>

Policy Strategic Objective	Strategies	Indicators	Actors	Timeline
	<ul style="list-style-type: none"> <li>▪ Improve capacities in identification, assessment and monitoring of hazards and vulnerabilities.</li> <li>▪ Collaborate with key stakeholders in setting up and strengthening early warning systems, institutions, capacities and resource base, including observational and research sub systems.</li> <li>▪ Establish and operationalize a County Disaster Information and Documentation Centre.</li> </ul>	<p>No. of sensitization forums</p> <p>County operations calendar of disasters</p> <p>County Disaster Information and Documentation Centre.</p>	<p>„</p> <p>„</p> <p>CECM &amp; C.O. in charge of disaster mgt.</p>	<p>3 years</p> <p>3 years</p> <p>3 years</p>
<p><b>Objective Four:</b> <b>To enhance public awareness on</b></p>	<ul style="list-style-type: none"> <li>▪ Promote public participation in planning and implementing</li> </ul>	<p>No. of public participation forums</p>	<p>Directorate in charge of disaster mgt.</p>	<p>Annually</p>

<b>Policy Strategic Objective</b>	<b>Strategies</b>	<b>Indicators</b>	<b>Actors</b>	<b>Timeline</b>
<b>disaster management;</b>	<p>disaster risk reduction interventions</p> <ul style="list-style-type: none"> <li>▪ Document and promote the use of relevant indigenous knowledge among communities in hazard identification and in developing early warning systems for early action</li> </ul>	<p>Database of indigenous knowledge</p>	<p>„</p>	<p>Annually</p>
	<ul style="list-style-type: none"> <li>▪ Promote disaster sensitization programmes among communities and institutions</li> <li>▪ Strengthen the role and capacities of women, youths and vulnerable groups in disaster management.</li> </ul>	<p>No. of sensitization forums</p>	<p>„</p>	<p>Annually</p>
<b>Objective Five:</b>	<ul style="list-style-type: none"> <li>▪ Evaluate and map out the existing</li> </ul>	<p>Stakeholder mapping report</p>	<p>CECM, C.O. &amp;</p>	<p>3 years</p>

Policy Strategic Objective	Strategies	Indicators	Actors	Timeline
<p><b>To establish and operationalize regulatory and institutional framework for disaster management;</b></p>	<p>capacities of partner institutions to harmonize terms, policies and strategies at national and county levels</p> <ul style="list-style-type: none"> <li>▪ Develop, review and operationalize relevant regulatory and institutional frameworks on disaster management</li> <li>▪ Prepare and disseminate guidelines for integrating disaster risk reduction in development planning</li> <li>▪ Develop guidelines to facilitate the strengthening of contingency planning towards disaster risk reduction.</li> </ul>	<p>Disaster management policy &amp; guidelines</p> <p>Reviewed County Emergency Fund Act</p> <p>Disaster risk reduction guidelines</p> <p>County disaster management contingency plan</p>	<p>Directorate in charge of disaster mgt.</p> <p>„</p> <p>„</p> <p>„</p> <p>„</p>	<p>„</p> <p>3 years</p> <p>„</p>