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MURANG'A COUNTY EMERGENCY MANAGEMENT POLICY 2023

MURANG'A COUNTY
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LIST OF ABBREVIATIONS/ACRONYMS

ASAL	Arid and Semi-Arid Land
BBB	Build Back Better
CDRMC	County Emergency Risk Management Committee
CEOP	County Emergency Operation Plan
CS	Cabinet Secretary
CRIP	Common Recognized Information Picture
DNA	Damage and Needs Assessment
DRM	Emergency Risk Management
EOC	Emergency Operation Centre
EP&R	Emergency Preparedness and Response
EWS	Early Warning Systems
GoK	Government of Kenya
I/NGO	International Non-Governmental Organisation
ICS	Incident Command System
ICT	Information and Communication Technology
IAP	Incident Action Plan
JDM	Joint Decision Model
KRCS	Kenya Red Cross Society
LGD	Lead Government Departments
MACMAC	Multi-Agency Coordination
MDA	Ministry, Department or Agency
M&E	Monitoring and Evaluation
NDMU	National Emergency Management Unit
NDOC	National Emergency Operation Centre
NDRMC	National Emergency Risk Management Committee
NERP	National Emergency Response Plan
NGO	Non-Governmental Organisation
NIMES	National Integrated Monitoring and Evaluation System
NSC	National Security Council
PDNA	Post Emergency Needs Assessment
PS	Principal Secretary
SCDRMC	Sub-County Emergency Risk Management Committee
SOP	Standard Operating Procedure
UC	Unified Command
CBRN	Chemical Biological Radiological and Nuclear
MDAs	Ministries, Departments & Agencies
KNBS	Kenya National Bureau of Statistics
DM	Emergency Management
RTA	Road Traffic Accident
CSOs	Civil Society Organisations
CDMC	County Emergency Management Committee
SDMCs	Sub County Emergency Management Committees
CDEC	County Emergency Executive Committee
CDCC	County Emergency Coordinating Committee
CDOC	County Emergency Operations Centre
EOC	Emergency Operation Centre
CDRMC	County Emergency Risk Management Committee
UN	Unified Command
CBO	Community Based Organisation

Definitions of Emergency Management Terms

A Hazard: A hazard is a dangerous phenomenon, substance, human activity or condition that may cause the loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

A Natural Hazard: Natural processes or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

A Geological Hazard: Geological process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

A Technological Hazard: A hazard originating from technological or industrial conditions, including accidents, dangerous procedures, infrastructure failures or specific human activities, that may cause loss of life, injury, illness or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

A Emergency: A emergency 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 its own resources.

A Emergency Risk: The potential emergency losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period.

Emergency Risk Management: The systematic process of using administrative directives, organisations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of emergency.

Emergency Risk Reduction: the concept and practice of reducing emergency risks through systematic efforts to analyze and manage the causal factors of emergencies, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

Risk Assessment: A methodology to determine the nature and extent of risk by analyzing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend.

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

Adaptation to Climate Change: The adjustment in natural or human activities in responses to actual or expected climate stimuli or their effects which moderate harm or exploit beneficial opportunities.

Vulnerability: The characteristics and circumstances of a community, system or asset that makes it susceptible to the damaging effects of a hazard.

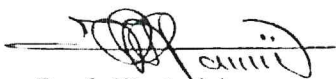
FOREWORD

The county's emergency profile is dominated by landslides, fires, droughts, floods, terrorism, technological accidents, road traffic accidents (RTA), drowning, building collapses, quarry collapses, deep pit falls, jiggers, alcoholism, CBRN incidents, diseases and epidemics that disrupt people's livelihoods, destroy the infrastructure, divert planned use of resources, interrupt economic activities, degrade the environment and retard development. To address this, the Government has formulated this County Policy on Emergency Management. The current climate situation coupled with a recent comprehensive environmental survey over the entire country have shown the central role that climate change plays in informing strategies for emergency management.

This policy emphasizes preparedness on the part of the government, communities and stakeholders in emergency risk reduction activities. In this regard, the policy seeks to strengthen emergency management mechanisms and institutions. This will enable the county government to coordinate emergency risk reduction initiatives within a unified policy framework.

Emergency risk management encompasses mitigation and prevention, preparedness, response, relief and rehabilitation. It also touches on increasing and sustaining resilience of vulnerable communities through diversification of their livelihoods and coping mechanisms. This entails a shift from the short term relief responses to development. This Policy will go a long way towards preserving life and minimizing suffering by providing sufficient and timely early warning information on potential hazards that may result to emergencies. It will also lead to alleviation of suffering by providing timely and appropriate response mechanisms for emergency victims.

The preparation of this Policy has benefited from invaluable contribution from experts in various MDAs and it is hoped that its full implementation will contribute immensely to emergency risk reduction, effective emergency preparedness, response, recovery and reconstruction as well as contribute to poverty reduction and sustainable development in the county.



Prof. Kiarie Mwaure

The County Executive Committee Member for Finance

ACKNOWLEDGEMENTS

The conceptual need to formulate a comprehensive Emergency Management Policy came to the fore about ten years ago; and many successive efforts followed with foundation documents, which were thereafter utilised in the research to formulate a concrete Emergency Management Policy document. Subsequently, particularly over the last few months, starting October 2022, the process research for formulation of the Emergency Management policy for Muranga county has been a collaborative, contributory process involving many parties, the County government, Development Partners and stakeholders at all levels, National, District and lower levels. In particular, the Department of Governorship/ County Administration & Coordination is indebted to the consultants, Ministries, stakeholders, and personalities who laid down the foundation of the Emergency Management policy review, by the Draft Policy Document of February 2023. That Document is the basis of subsequent workshops and fieldwork for the draft Emergency Management Policy Review.

The Department, set up a Emergency Management Policy Review Committee, in March 2023, made up of a Consultant, and five Committee members. Thereafter, a further five members were incorporated, including a Facilitator and two Rapporteurs. This team, in partnership with various Development Partners and stakeholders, held successive, analytical and technical workshops of various sizes and durations, to facilitate an effective review, from March 2023 to ----. The dutiful and committed application of their efforts and that of partners and stakeholders is particularly appreciated by the Department, for, without it, this document would not be a reality.



Dr. Newton Mwangi

The County Secretary/County Head of Public Service

EXECUTIVE SUMMARY

In the last two decades, Murang'a has continued to face a rising degree of vulnerability to emergency risk due to increased diversity, frequency of occurrence and intensity of impacts over time and space. This risk is the probability of a hazard turning into an emergency, with households or communities being affected in such a manner that their lives and livelihoods are seriously disrupted beyond their capacity to cope or withstand using their own resources. As a result, affected populations suffer serious widespread human, material, economic or environmental losses. Communities in Murang'a are predisposed to emergencies by a combination of factors such as poverty, aridity, settlement in areas prone to perennial flooding and/or landslides or areas with poor infrastructure and services such as the informal urban settlements or even living in poorly constructed buildings.

These factors, coupled with naturally occurring hazards such as droughts, floods, HIV and AIDS, landslides and epidemic outbreaks are currently exacerbated by Climate Change phenomena, pose extremely high and increasing emergency risks to the Murang'a society. In addition, there is a wide range of emerging emergencies.

High population growth rate and poverty increase vulnerability to emergencies. According to the KNBS 2019

, Murang'a County population rose to 1.056 million consisting of 50.4% females and 49.6% males. This population, growing at the rate of 1.2% and largely youthful, is bound to be adversely affected, particularly with the high poverty rates (46% of Kenyans live below the poverty line), unemployment, the HIV and AIDS scourge and an economy largely dependent on rain-fed agriculture. As such this population may be classified as highly vulnerable to emergency since any small predisposing factor may result in an emergency of high proportion, often culminating in a county emergency that requires external assistance.

Despite economic, social and political vulnerability of this county, Murang'a, so far does not have a comprehensive emergency management framework and strategy, which could guide appropriate policy and legislative provisions. While the county has so far managed to respond to the emergencies as they occur, the cost implications cannot be ignored anymore.

This clearly indicates that emergency response is more expensive in comparison to management. In addition, among emerging emergencies, a study is yet to be conducted on the total value of what was lost in the emergencies that have been happening in the county.

In view of the above realities, and based on worsening desertification and other impacts of Climate Change, the Government recognizes the need to establish an institutional, policy and legal framework to effectively manage the full cycle of emergencies in general. This policy, whose formulation has been reviewed and drafted, is the final product of a comprehensive participatory process involving various segments of our society and has received inputs from different geographical regions.

The document contains six chapters that provide background information on emergency patterns and profiles in Murang'a including existing categories. Justification summarizes the existing initiatives for Emergency Management, and the consequent problems and challenges. The Systematic Approach gives guidelines and principles for effective emergency management

and Code of Conduct expected of different stakeholders involved in emergency management in Murang'a. It provides for enactment by the County assembly for a legislative provision for effective Emergency Management by establishment of an institutional framework that is legally recognized and embedded within the Government structures. Innovative ways of mobilizing resources, managing them and accounting for them properly have also been provided for, together with a rigorous monitoring and evaluation framework not only to monitor the progress in the implementation of this policy, but also to undertake regular emergency risk profiling and monitoring in order to be more prepared for emergencies.

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CHAPTER 1: INTRODUCTION

1.1 BACKGROUND

Over the years, Murang'a County has been exposed to a variety of emergencies such as, fires, droughts, floods, landslides, HIV/AIDS, human conflicts, drug abuse, traffic accidents, oil spill, industrial accidents and landslides, among others. Muranga, like many other counties in Kenya and elsewhere in the world has experienced an increase in the diversity, intensity and frequency of occurrence of emergencies over the past two decades, with many emerging emergencies, such as corruption. In many cases these have resulted in an increase in the number of people affected and property damaged leading to rising economic losses.

Emergency response reviews have indicated that response costs the government and other stakeholders more than would otherwise be the case if sufficient efforts had been put in place for effective emergency management, as shown from the cost of responding to a landslide at Mariira (Kigumo Sub county) April, 2016. This landslide is estimated to have cost the government and other stakeholders more than 1 million Kenya Shillings, a case in which only half of this amount would have been used had there been an effective DM system in place.

As per the attached table; drought, landslides, fires, and floods have the highest occurrence frequency and affect a large number of people and their livelihoods. This notwithstanding the occurrence of other emergencies both slow and rapid-onset such as diseases, RTA, food poisoning, terrorist attacks have occurred from time to time causing devastating negative impacts on communities. In addition of concern in the recent past are the emerging emergencies such as invasive crop pests as the army worm and locusts. Others include drug & substance abuse as well as unemployment.

Table1: Murang'a county risk profile

Risk Type	Potential places of occurrence	Causes of threat	Brief information of degree of severity and history of the hazard
Landslides and mudslides	Kigumo, Kahuro, Gatanga, Kiharu,	Excessive rainfall, Dissected topography, Soil erosion, Human activity	The county has a history of landslides/mudslides but due to climate change, increase in population, from year 2016,

	Mathioya, Kangema Kandara		each rainfall season, the county reports numerous landslide leading to loss of lives, destruction of property, displacement of people, among others.
Drought	Lower zone of Murang'a	Due to erratic and unpredictable rainfall	Due to climate change and variability, farmers have incurred loss leading to loss of crops and pasture
Food insecurity	Lower Gatanga, Maragua and Kiharu	<ul style="list-style-type: none"> • Pests and diseases, Fall army worm • Drought and other extreme weather conditions • Climate change and variability, • Poor Post-Harvest management practices, • Change of agricultural land to residential due to increase in urbanization and industrialization, • Lack of legal framework and implementation 	
Flash/flooding	Urban centres due to poor planning River flooding due to excess rainfall in Lower Kiharu, Mathioya, Gatanga and Maragua	<ul style="list-style-type: none"> • Poor planning in urban centres and • River flooding due to high rainfall and farming in riparian areas 	There has been an increase flooding leading to displacement of people, loss of crops and livelihood
Drowning	County wide	<ul style="list-style-type: none"> • Natural causes • Technical errors • Human errors 	
Fire	County wide	<ul style="list-style-type: none"> • Arson 	

hazard (both structural and wild fires)		<ul style="list-style-type: none"> • Human error • Technical error • Non-compliance • Natural causes • International situation • Lack of legal basis and supervision 	
Road Traffic Accidents	County wide	Human error Technical errors Non-compliance Natural causes Topography	
Natural gas emissions	Kiharu sub-county (Kahuro)	Natural causes	
Structural collapse	Towns and rural areas	Technical errors Non-compliance Natural causes	
Oil/ petroleum products spillage	Petrol stations Along highways with tankers on transit	Technical errors Non-compliance Lack of supervision	
Jigger menace		Organizational error Human error Hygiene and sanitation	
Alcoholism	County wide	Non-compliance Lack of legal basis Lack of supervision Organizational error	

Table 2: Murang'a county incidents summary for the last 5 years:

NATURE OF INCIDENT	YEAR				
	2018	2019	2020	2021	2022-September
Road Traffic Accident	36	54	20	33	13
Commercial fires	14	16	13	14	25
Residential fires	42	64	34	58	47
School fires	-	9	1	28	1
Electrical appliances fires	2	1	1	-	-
Bush fires	14	18	17	19	5
Hay fire	-	-	1	1-	-
Automotive fires	3	7	8	5	8
Building collapse			2	2	
Quarry collapse		2	3	1	
Pit latrine	8	3	2	2	2
Boreholes	-	2	2	2	4
Water rescue	1	-	-	-	-
Drowning	19	16	21	13	11
Landslides	2	3	-	-	-
Flooding	3	-	-	-	-

Suicide rescue	4				
Human/Animal threat		1		1	1
Falling trees	10	1	7	1	1
Others	2	4	1	5	4
Recalled fire incidents	-	6	-	-	-
TOTAL	158	207	133	185	122

1.2 CLASSIFICATION OF EMERGENCIES

Emergencies in Murang'a that have occurred in recent years are from diverse hazards, such as droughts, floods, fires, landslide, collapsing buildings, accidents in the transport sector and disease/epidemics. Some of these have slow-onset while others have rapid-onset characteristics.

Emergencies are generally classified into 2 major categories: Natural and human made as follows:

1. Natural: some Bush fires, epidemics on human beings and animals, pests on crops, forests and livestock; geologic and climatic emergencies (e.g droughts, floods, landslides, storm surges, soil erosion, tremors, invasive plants).
2. Human-made: Terrorism, Industrial accidents, fires, road traffic accidents, resource-based and political conflicts, collapsed infrastructure, food poisoning, invasive plants, drug and substance abuse, human trafficking, industrial sabotage, environmental degradation and other emerging emergencies.

The hazards that commonly affect Murang'a can be broadly grouped into the following clusters:

1. Environmentally-triggered (Climate-related;- droughts, floods, storms landslides)
2. Geologic emergencies includes volcanic eruptions, rock slides, natural gas emissions, landslides, mudslides.
3. Human-made emergencies such as socio- economic, technologic industrial, human conflicts.
4. Biologically triggered (epidemics i.e. disease, pests for human, livestock and crops and wildlife)

Clustering hazards by a broad generic type serves to assist the duty bearers, those potentially affected by emergencies and wider humanitarian community to organise and coordinate effectively in addition it enables effective management, monitoring, and contingency planning.

1.3 DYNAMIC NATURE OF EMERGENCIES AND THEIR IMPACTS

Population exposure and ability to respond to different hazards varies. For example, it is increasingly evident that where poverty is widespread and deep, people's abilities to cope with emergencies are constrained or limited and requires greater investment in the systems of managing emergencies. As such, investment in emergency management recognizes the scale of vulnerability as fundamental in understanding and dealing with emergencies. People living in informal settlements and the ASALs are particularly vulnerable. This vulnerability corresponds to the incidence of poverty in the county.

As a result of the dynamic nature of the environment and emergencies, as well as new approaches to emergency management, this policy recognizes the need to embrace new concepts such as Emergency Risk Reduction and climate change. Emergency Risk Reduction is the systematic process of application of policies, strategies and practices to minimize vulnerabilities and emergency risks through preparedness, prevention and mitigation of adverse impacts of hazards within a context of sustainable development. The DRR approach has become a worldwide practice since the Hyogo Framework of Action (HFA) and this approach should be adopted by all sectoral departments as the dominant effort towards Emergency Management. DRR approach should be mainstreamed and integrated into the strategies and operations of every sectoral department rather than being left to be implemented by one department.

Climate Change is a change of climate which is attributed directly or indirectly to human activity (especially carbon-emitting industries, fossil fuels, and deforestation) that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods.

On the other hand, climate change is the destabilization of normal climatic processes by man-made activities resulting in shifts in climatic systems, zones, extreme climate events and emergencies. This policy recognizes the need to learn, research and adapt to the hazards emanating from Climate Change.

1.4 COLLABORATION OF STAKEHOLDERS IN EMERGENCY MANAGEMENT

Government will play a lead role in the strategic planning and management of emergencies in participatory collaboration with development partners, international agencies, CSOs and other bodies. Government shall also play a key role to ensure availability of the various resources for DM at all levels from Government sources and partners.

The contribution of these stakeholders in DM in Murang'a has been invaluable and the Government will continue to encourage this collaboration and partnerships for the purposes of

realizing synergies, providing linkages, promoting trust, goodwill and ownership of the Emergency Management system.

To achieve the Millennium Development Goals (MDGs), respond to the provisions of the Hyogo Framework for Action (HFA) and to contribute to the achievement of Kenya's Vision 2030 for sustainable development, an effective Emergency Management system is important for creating a safe, resilient and sustainable society.

This policy provides for an integrated and coordinated Emergency Risk Management that focuses on preventing or reducing the risk of emergencies, mitigating their severity, improves preparedness, rapid and effective response to emergencies and post-emergency recovery.

DRAFT

CHAPTER 2: CURRENT EMERGENCY MANAGEMENT INITIATIVES IN MURANG'A

This section of the policy analyses the context of emergency management in Murang'a, discusses its strengths, opportunities, challenges and lessons learnt. It also outlines the current goals and objectives of this policy.

2.1 STRENGTHS AND OPPORTUNITIES WITHIN THE CURRENT EMERGENCY MANAGEMENT SYSTEM

There exists a partially spontaneous system, which has assisted the Government and its development partners (PCPM and other relief agencies) to respond to emergencies in the county, such as the December 2021 building collapse of Sunstar Hotel.

The various initiatives which work in place of a coordinated system include the following players and organisations: the Kenya Food Security Meeting (KFSM)/ Kenya Food Security Steering Group (KFSSG) and the Arid Lands Resource Management Project (ALRMP). The demonstrable commitment and participation of a large number of stakeholders in the current emergency management efforts is an indication of the existing good-will to address Emergency Management in the county.

Other participants in emergency management include specialised departments such as the National Emergency Operation Centre (NDOC), the Police, the Department of Defense, the National Youth Service (NYS), county Fire Brigades, St John's Ambulance Service, Kenya Red Cross Society, Occupational Health and Safety Services, Kenya Wildlife Services and the National Environment Management Agency (NEMA). These undertake pro-active and responsive emergency-related activities, including Environmental Impact Assessments and Audits, 'search and rescue', first aid services and evacuation, anti-terrorism surveillance, law enforcement and crowd control, peace building, conflict resolution operations and firefighting.

The existence of a governorship/county administration and coordination department dedicated to emergencies with a budgetary allocation and the various consultative forums provide for coordination of all Emergency Management activities.

The broad objectives of the existing Emergency Management system can be summarized as follows:

- To assess and identify emergency sub-regions, evolve strategies for the sub-regions, integrate a county strategic plan, harmonize Emergency Management for all emergencies and provides for co-ordination of all Emergency Management-related activities;

- To promote continuous stakeholder consultations with relevant line departments, to enhance co-ordination of interventions;
- To promote partnership with stakeholders for improved action;
- To promote and facilitate co-ordination and access to research based information for Emergency Management.
- To promote mass education and functional literacy in environment, Emergency Management and Climate Change, in collaboration with the Ministry in charge of formal education;
- To promote mass sensitization and awareness creation on Emergency Management and Climate Change for the general public;
- To promote and stress the urgent need for sustainable mainstreaming of Emergency Management and Climate Change into Development Planning and Management, to promote poverty alleviation, on the way to sustainable development;
- To encourage promotion, domestication and implementation of Muranga's ratified international, regional and sub-regional Agreements, Conventions and Treaties, which relate to Emergency Management.

Despite the lack of a coordinated policy and legal basis, the Government, partner agencies and institutions have largely been effective. This policy now provides for the establishment of effective instruments for coordinated Emergency Management.

2.2 CHALLENGES OF THE CURRENT DM SYSTEM AND LESSONS LEARNED

2.2.1. Inadequate policy, legal and institutional frameworks

Over the years, emergencies in Murang'a have been handled without a coordinated emergency management policy, legal and institutional frameworks. In addition, emergency response activities have not been well coordinated, due to lack of cooperation and implementation of Standard operational procedures and Emergency Operation Plans which are in existence. This situation remains a challenge that has led to duplication of efforts and wasteful use of resources. It also exposes emergency victims to greater risks and slow recovery. Similarly, in the absence of planned and coordinated action, prevention, preparedness and mitigation have not always been attained.

Owing to lack of a coordinated policy framework, to give strategic guidelines on Emergency Management, the existing Institutional framework for Emergency Management is heavily weighted towards emergency response. Therefore, systematic approach to planned Emergency Management is inadequate, for example effective coordination, for management of food and non-food relief items has been particularly lacking.

The fire services and rescue sector, so far, is the most organised in terms of emergency response. Management of other relief sub-sectors is more difficult to monitor and assess. These difficult sub-sectors include, provision of water, health, nutrition and education, as well as care for livestock and agriculture. The number of activities, actors, and approaches in these latter sub-sectors are many and uncoordinated. Most of the activities are focused on immediate emergency interventions, such as water trucking and de-stocking, giving little time and adequate emphasis for long-term plans for complete emergency recovery process preventive measures and mitigation.

2.2.2 Inadequate finances, human resources and equipment

The participating institutions charged with handling emergencies in the county are faced with inadequate budgetary allocation and conditional donor support; such that the amount of money made available for the Emergency Management is far less than the realistic amount actually needed to manage successfully. In addition, there are other related problems, for example, the turn-around time for proposals to realize money in the food and non-food sub-sectors is excessive because of inadequate technical handling. Also, procurement procedures remain largely cumbersome.

The result of poor funding and reallocation of development funds during times of emergencies has meant that development priorities and Emergency management initiatives are undermined. Emergency occurrences have increased, resulting in available funds being too thinly spread out to be effective. This rising demand for funding has made Government increasingly reliant on development partners to fund Emergency Management initiatives.

Non-availability of specialized equipment for use in Emergency Management hampers effective processes in the county. Furthermore, lack of enough and adequately trained human resource in Emergency Management exacerbates the problem. Poor resource management and inadequate coordination of finances, human resources and equipment has also weakened emergency interventions.

2.2.3 Inadequate information and data

Collection of data, analysis, and storage is not uniformly adequate, although in certain sub-sectors (fire and rescue services) data and relevant information is plentiful and available for dissemination and use in Emergency Management. Elsewhere, inadequacy of data and information, leads to poor planning, lack of institutional memory and improvement towards best practices.

Similarly, this inadequacy has also resulted in lack of effective monitoring and evaluation of emergency risk trend analysis, and forecasts.

2.2.4 Weak emergency management capabilities within communities and

Institutions

The linkages on emergency management capabilities between local communities, on the one hand, sub county and county levels, on the other, have remained weak. In addition, the general degradation of traditional African socialism and livelihood systems has resulted in the progressive erosion of the traditional coping strategies.

The Kenyan community has not been sufficiently sensitized on emergency management, especially, in preparedness and coping mechanisms thereby, increasing dependency syndrome and thus increasing vulnerabilities and potential impacts on the victims.

More recently, there have been new challenges in the management of emergency cycles, especially in the process of relief, repatriation, rehabilitation and resettlement geared towards recovery of emergency victims.

2.2.5 Inadequate integration and co-ordination

Government Ministries/Departments, Agencies, NGOs, FBO's and Civil Society Organizations, the Private Sector, International Development Partners and UN Agencies have pursued a wide range of strategies and programmes to prevent and respond to emergency situations. However, these initiatives have been undertaken in a less consistent, less planned and less harmonious manner, virtually always reactive and uncoordinated, and without a coherent policy framework. Therefore, the present Policy initiative reflects the Government's commitment towards formulating a coherent and integrated strategy for addressing emergency issues in a more proactive manner with a focus on reduction of risk to communities and their vulnerabilities. This is so, particularly, with regard to the strengthening of their capabilities in preparedness and resilience to the adverse impact of emergencies. The document has been prepared through a broad consultative process.

2.2.6 Inadequate Regional and International linkages

Emergencies often go beyond county borders. However, county governments in the republic of Kenya do not always factor in this aspect in emergency planning and response. This has led to some interventions, particularly of cross border nature to be ineffective. For example, a livestock disease outbreak such as Rift Valley Fever, may affect more than one county in the country. Without joint planning and response, a vaccination intervention against the disease may remain largely ineffective. The need for county systems to link with other regional and international organizations has not always elicited the recognition of the importance it deserves.

In view of the aforementioned weaknesses and challenges, the government considers it of imperative importance to provide a policy and legislative framework through which the above

inadequacies and weaknesses can be addressed so that an effective emergency management system can be achieved.

2.2.7 Poor Governance and Lack of Political Will.

Politics is known to have contributed to emergencies in Kenya and Murang'a County in particular. In addition the lack of political will has slowed down the process of putting in place an effective Emergency Management system. This has hindered the formulation and implementation of emergency related policies and legal frameworks.

CHAPTER 3: A SYSTEMATIC APPROACH TO EMERGENCY MANAGEMENT

This chapter makes policy provisions to strengthen the DM system.

The policy sets out the goal and objectives of the Emergency Management system in Murang'a, arrangements for effective management, roles and responsibilities of different Stakeholders at different levels. This policy proposes the establishment of an autonomous management system and it provides an implementation framework and guiding principles for Emergency Management.

3.1 FEATURES OF AN EFFECTIVE EMERGENCY MANAGEMENT SYSTEM

The major features of an effective Emergency Management system in Murang'a include the following;

- Government shall continue to play the lead role in the strategic planning and management of DRR, as well as the responsive management of the full emergency cycle. In addition, government must play a key role in the participatory partnership between itself and development partners, international agencies, academic and research institutions, CSOs, and other bodies in equivalent efforts of DRR and DM. Finally, from Government sources and from development partners, Government must play a key role to ensure availability of relevant resources. These resources are, human, financial and others including food and non-food items, which must be stockpiled in readiness for effective and timely response during emergencies.
- A Emergency Management policy that shall be in agreement with the H.F.A (2005), which stresses the Paradigm Shift to Emergency Risk Reduction (DRR) Approach, including the EWS, preparedness, prevention and mitigation,
- A complementary responsive approach for a conventional responsive Emergency Cycle Management, (including EWS, response, relief, rehabilitation, reconstruction down to recovery) to ensure appropriate remedial action where preventive proactive measures have failed;
- An operational early warning and Emergency Management information system that triggers rapid and timely response and provides regular Monitoring and Evaluation of base data for Emergency Risk Analysis, Profiling and trend analysis.

- Enhancement of emergency-awareness and emergency management capability, by mainstreaming DM education at all levels of institutional structures for education and training. In addition DM shall be mainstreamed among the general public through sensitization and community-based education, to attain awareness and functional literacy;
- Providing effective capability for harmonized and standardized rapid response to emergencies, by coordinated collaborative participation of all stakeholders at all levels
- A clear provision for differentiation between procedures and mechanisms of response to slow - and rapid onset emergencies
- Provision for an institutional and legal framework for an autonomous Emergency Management body/agency that promotes information and lesson sharing, joint planning, and decision-making among relevant stakeholders at all levels
- Making provisions to stimulate and revitalise the re-emergence of the composite community-based “social resource capital” (socio-economic, cultural, technological and allied resources). This array of social capital resources shall be integrated into sustainable DM, in order to avoid/reduce the creation of the unreliable culture of dependency syndrome. These social capital resources include traditional coping strategies of the various civilisations, such as resource sharing in famine time, joint farming among families, restocking after droughts, growing back-up crops for famines, food preservation technologies, grain grants and loans from kinsfolk, farm pledges, sale of labour and small stock;
- Making appropriate provisions for effective public sensitisation on DM, with particular respect to paradigm shift following the world-wide adoption of HFA and the DRR for emergency risk management;
- Making provisions to ensure mainstreaming care for the visually, physically and mentally challenged, the elderly; the woman and the children; the widows and orphans; the sick; and those in need of psycho-social support, forensic/ health services, and other specialised needs/services before, during and after emergencies;
- Making provisions for flexible financial procedures that facilitate appropriate, effective and timely response to emergencies;
- Making provisions for identification, assessment, evaluation and mapping of emergency-related issues (such as vulnerabilities, emergency phases, strategic plans), harmonisation and co-ordination of the DM systems and activities throughout the linkages and networks at all levels;
- Making provision for prevention of corruption, especially, the misuse or the diversion of funds intended for response to emergency or for other phases of Emergency Management, for example in rapid-onset emergencies.
- Making provision for a well-structured participation of the society in Emergency Management, particularly, including communities, and incorporating their traditional coping strategies into the Emergency Management systems.
- Making provision for appropriate consideration and resolutions of pertinent cross-cutting issues, such as special considerations for women and children, climate change,

environment, and problems related to rural-urban migrations/creation of overcrowded sub-urban informal settlements- all these being a serious preparation for megascopic emergencies within a few decades;

- To critically factor into the systematic DM provisions for the rapid evolution of Climate Change, its potential negative impacts, and the desired proactive, planned mitigation measures;
- Making institutional structural provisions for an agency at county, sub counties, wards/community levels to strengthen bottom-up community participation in all aspects of DM, from monitoring, early warnings to field operations; and for these arrangements to be effective, there is necessity for a continuous two-way flow of information and communication;
- Making provision for the continuous and sustainable reception development, processing, storage and management of an effective data base for DM, which incorporates information from diverse linkages and local sources, including the monitoring, analysis, early warning system and research. This process uses a network of sources (vertical and horizontal), especially, the indigenous knowledge resources, traditional technologies and coping strategies from the communities;
- All corporate organizations, firms and industries be emergency-risk rated, and, thereafter, be taxed accordingly, as a proactive (preventive, mitigatory measure) as well as in strengthening the financial resource base for response to emergencies;
- Provision of rapid and effective response to emergencies, by co-ordinated, appropriate and collaborative participation by stakeholders at all levels;
- Makes provision for an effective institutional collaboration and co-operation for sustainable upgrading of quality of life, environmental management, and Emergency Risk Management, especially by collaborative management of this DM Policy and the Environmental Management and Coordination Act (EMCA), through NEMA;
- Makes provisions for effective linkages through ratified emergency-related conventions, agreements and treaties, to facilitate adequate proactive and/or responsive DM at all levels- international, national, regional, county and sub-counties;
- Makes provision to promote high compliance with safety regulations against potential risks, hazards and emergencies; and promotes compliance with architectural building code and requirements for construction against fire outbreaks, flush-floods, earthquakes, land subsidence, landslides, collapsing buildings, bridges, ports, river banks and similar structures;
- Makes provision for regular or periodic dedicated emergency drills by corporate bodies, firms, businesses, Government departments, the wide range of institutions and industries, (such as, refineries, ports, LPG plants), in order to improve effectiveness of response capability to emergencies.

This policy has been effectively informed by critical analysis, interpretations and integration of the world-wide knowledge and information from other countries, regions and counties, including successful DM systems, best practices, long experiences, lessons learned, case studies,

and relevant traditional coping strategies, especially, from emergency-prone countries and sub regions of Asia, Australia, Africa, Europe, the Pacific, the Caribbean and the Americas (including, the Netherlands, Israel, Bangladesh, Japan, India, the U.S.A, Poland and China).

For effective management of the DM system and of all emergency cycles, the essential co-ordination and harmonization of all planning, implementation and operational activities shall be, finally, the administrative responsibility of the County Secretary in the department of Governorship/ County Administration and coordination, which currently handles DM; this county Secretary shall guide the system, while all personnel of the DM system, shall finally, be accountable to him/her.

Emergency Management is to be approached comprehensively at the county level and any other prioritization is at community level where specific emergencies affect specific communities;

With this definition of Emergency Management and list of desirable features of effective Emergency Management the policy will have the following goal and objectives

3.2. GOALS AND OBJECTIVES

3.2.1. Goal

The overall Goal of Emergency Management is to build a safe, resilient and sustainable society.

3.2.2 Objectives

- (i) To establish a policy/legal and institutional framework for management of emergencies, including promotion of a culture of emergency awareness and for building the capacity for emergency risk reduction, at all levels;
- (ii) To ensure that institutions and activities for emergency risk management are coordinated, focused to foster participatory partnerships between the Government (including mainstreamed and emergency emergency-related activities by sectoral Departments) and other stakeholders, at all levels, including international, national, regional, county and sub counties;
- (iii) To promote linkages between emergency risk management and sustainable development for reduction of vulnerability to hazards and emergencies;
- (iv) To ensure proactive management of County Conflict Resolution and Peace Building efforts, which are enhanced continuously throughout the county, within every conflict emergency cycle; and that their consequences and impacts are systematically addressed, monitored, and evaluated to prevent conflict occurrence/recurrence and hasten effective and sustainable recovery of the victims;
- (v) To mobilise resources, including establishment of specific funds for emergency risk reduction strategies and programmes in DM;

- (vi) To make institutional provisions to ensure productive networking and sharing of information; and
- (vii) To make institutional provisions to ensure appropriate and structured DM, Education training and Capacity Building; complementarily, mainstream DM education and functional literacy in all educational institutions (including Primary, Secondary schools, Post-secondary colleges and universities, the NYS, and training colleges for uniformed forces).
- (viii) To make available sensitization, awareness creation and functional literacy to the public for emergency management.'
- (ix) To provide for standardization of effective structural components, to facilitate effective creativity, research, and evolution of criteria for identification and sustenance of quality, both in the process of research and in the dissemination and application of the information there from.

These objectives shall be achieved through effective institutional structures via the County Platform, assisted by the County Resource Centre and the Directorate of Monitoring, Evaluation, Research and Planning.

3.2.3 Policy Elements

In line with the above objectives, this Policy will encompass a spectrum of activities of the emergency management cycle. The Policy underscores the need for mainstreaming of emergency risk reduction in development plans and strategies at all levels to enhance capacity of vulnerable communities to withstand the adverse effects of emergencies. Emergency Management Policy will therefore, ensure that proactive measures are in place for minimization of negative effects of emergencies.

3.2.3.1 Emergency Prevention

Prevention will focus on measures aimed at impeding the occurrence of a emergency, and at minimizing its harmful effects on the community, property and the environment. For example, communities have their own conflict prevention activities embedded within their coping mechanisms, as well as the social exchange systems which provide their emergency management safety nets.

The Government will, therefore, seek to enhance emergency prevention and management strategies as a way of providing an enabling environment for the development of socio-economic activities.

3.2.3.2 Emergency Mitigation

Mitigation refers to a substantial reduction of the impacts of an emergency in case it goes beyond preventive measures. For example, poverty reduction initiatives and diversification of livelihoods improve the capacity of households and communities to withstand negative impacts of emergencies. This demonstrates the strong link between development and emergency management. The Government shall support mitigation measures, and shall commit resources aimed at increasing the capability of the communities concerned, to cope with the emergencies most likely to affect them.

3.2.3.3 Emergency Preparedness

Emergency preparedness is a package of precautionary measures, taken in advance of an imminent threat to help people and institutions respond to and cope with the effects of an emergency. An example of an emergency preparedness activity is the Early warning system. This is an organised structure for prediction and dissemination of timely and effective information to allow individuals who may be at risk to take action to avoid or reduce their risk and prepare for effective response. The objective of early warning systems is to link the information provision to the response. The process allows a lead-time to access funding, expertise and equipment for the necessary intervention. Strategic food reserves, health and essential supplies such as non-food items remain an important component of emergency preparedness.

Another example of emergency preparedness activity is the comprehensive and continuous assessment of vulnerabilities and risks in order to understand threats of a hazard and to improve the targeting of Emergency Management programs. A comprehensive assessment of risks and vulnerabilities will, therefore, assist the targeting of emergency management programmes in the county.

The Government will facilitate the establishment of a comprehensive Early Warning System that will encourage the involvement of all stakeholders. In addition baseline vulnerability analyses will be prepared on a continuous basis to assess the impact of the problem on the affected population. Based on the Early Warning System and the continuous analysis of vulnerabilities, response activities including the active use of strategic stockpiles of food and non-food items, will be undertaken in a manner that ensures that the most vulnerable groups are specifically targeted.

On institutional provisions, there is need for careful and selective strengthening, so that whereas County Steering Groups (CSGs) are doing a commendable work in the ASAL areas, the CDMC and SDMCs in each sub county shall be strengthened to improve their capability for DM at Sub County, ward and lower levels, proactively and responsively.

3.2.3.4 Emergency Response

Response involves interventions taken during or immediately after an emergency. Such actions are directed towards saving lives and livelihoods and dealing with the immediate damage caused by an emergency. The Government shall ensure appropriate and timely response in the event of an emergency occurrence in order to minimize loss of lives and livelihoods.

3.2.3.5 Process to recovery

Following response and relief, the full emergency cycle has many phases leading to recovery. Rehabilitation is the restoration of the socio-economic institutions and structures of the affected society/community in readiness for reconstruction i.e. rebuilding of their life support systems and further development. It may be preceded by repatriation, followed by rehabilitation and reconstruction are intertwined with development; providing a bridge between a satisfaction of immediate needs and the implementation of comprehensive vulnerability reduction programmes. At the same time the recovery phase entails programmes designed to help communities to return to normalcy.

The insurance industry will play a crucial role in mitigating the impact of emergencies on the communities in both rural and urban areas. Insurance firms will be encouraged to develop affordable products that can be made available to the society in order to underwrite some of the emergency-related losses.

This policy stresses the need of Government to ensure that affected and displaced persons are given sufficient, relevant and adequate care including adequate permanent resettlement and social protection until their complete recovery.

The Policy will put in place mechanisms to ensure that there is reconstruction and recovery after an emergency. Emphasis will also be placed on post-emergency trauma management, counselling services, psycho-social support services, and forensic / health services in order to ensure that emergency victims do not suffer from permanent or prolonged emergency-related effects.

3.3 RELATIONSHIP OF THIS EMERGENCY MANAGEMENT POLICY TO OTHER NATIONAL POLICIES AND LEGISLATIONS

This policy document recognizes the existence of other policy documents, which directly or indirectly address the concerns that this policy seeks to address. It is necessary to link with these policies in order to maintain coherence, consistency and harmony in Government policy.

Therefore, efforts will be made to link with these policies, which include among others, various Government Development Plans and various policies, such as Sessional Paper No.10 of 1965 on African Socialism and its application to planning in Kenya; National Food Policies of 1981 and 1994; Poverty Reduction Strategy Paper (PRSP) of 2003; Economic Recovery Strategy for Wealth and Employment Creation of 2003-2007; the National Vision 2030; the Strategy for

the Revitalisation of Agriculture 2004-2014,(SRA), the National Food & Nutrition Policy 2007, Gender Policy, the HIV/Aids policy, Social Protection Policy, the Arid & Semi-Arid Lands Development Policy, Urban Development Policy, and National Peace Building and Conflict Management Policy.

Linkages will also be made with existing relevant national legislation including The Environmental Management and Coordination Act No.8 of 1999, Forest Act, The Kenya Red Cross Society Act (Cap 256), The water Act (Cap 372), Grass Fire Act (Cap327), Petroleum Act (Cap 116), 4.2.6, The Explosives Act (Cap 115), St. Johns Ambulance of Kenya Act (Cap 259), Factories and Other Places of Work Act (Cap 514), The Public Safety Act, The Local Authority Act (Cap 265), The Chief's Act (Cap 128), The Children's' Act, The Mental Health Act, Insurance Act, Police Act, The Prison's Act, and the various Acts creating the Armed Forces, The Acts creating Polytechnics and Technical Colleges, Educational Act, and The Universities' Charters Act.

3.4 GUIDING PRINCIPLES

The following guiding principles will be observed in the implementation of emergency management initiatives:

- **The primacy of coordination, collaboration and communication:** Adequate coordinating and communication, at all levels, amongst stakeholders, are critical components of emergency management. The government will establish alternative and effective communication systems, especially, where normal communication is likely to be or has been interrupted during emergencies.
- **Lesson learning and knowledge management:** Over the last two decades, there have been considerable implementation of Emergency Management initiatives in the county. In view of the experiences gained and lessons learnt during the management of the various hazards and emergencies, the Government will promote documentation and sharing of lessons with a view to improving best practices in Emergency Management.
- **Multidisciplinary and multi-sectoral approach:** Emergencies cut across disciplines and sectors; and, so, it is important that government promotes adoption of a multidisciplinary and multi-sectoral approach.

- **Increasing partnerships and role of communities in Emergency prevention and Management:** Communities and households bear the brunt of emergencies and are on the frontline of response through their traditional coping mechanisms. The government will promote strategies for emergency management based on community consultation, experience and participation. 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 emergency mitigation, preparedness, prevention, response and recovery. This will strengthen Decentralization of Emergency Management and enhance the Bottom Up Approach;
- **Provision to Consider and Act on Emerging Issues:** This policy, shall provide for effective management of emerging issues, such as drug abuse, food poisoning, child abuse, the displaced and homeless, street families, girl-child molestation and defilement, rape-plus-infection cases and illegal militia groups;
- **Factoring of climate into emergency risk reduction:** More than 70 percent of natural emergencies in Kenya are related to extreme climate events that are key causal factors for some emergencies that lead to emergencies. The optimum factoring of climate/weather information (such as Early Warning) in emergency management is a vital component of this Policy. In particular, Climate Change must be mainstreamed not only into Emergency Management, but also in overall Development Planning and Management.
- **Research and dissemination of information:** Research and information dissemination are critical components of effective emergency management. Therefore, all stakeholders in emergency management have the responsibility of collecting, collating, documenting and disseminating their activities and experiences on emergencies to other stakeholders. The Department of Governorship/County Administration and Coordination (which is currently in-charge of emergency management in the county) will be a focal point for coordination and dissemination of research findings on emergencies to stakeholders. The structure of this Department is designed to ensure that research is a key process for practical applications (within the department of Climate Change), and in association with strategic planning for overall Emergency Management.
- **National, Regional and International perspectives:** Some hazards such as drought, epidemics, conflicts and proliferation of small arms are not confined within county borders. The Government will promote linkages with national, regional and international institutions, in order to facilitate collaboration, e.g., in Early Warning Systems; and in fostering joint initiatives for Emergency Risk reduction and response.
- **Making provision(s) to mainstream systematic management of crosscutting issues in DM:** such as Climate Change, environment, political conflicts, care for the various categories of

the challenged and elderly, psycho-social support and counselling services, forensic/ health services.

- **Strengthening of Capacities for Emergency Management:** Murang'a County has developed capacity for emergency management in stages. In view of the dynamic nature of emergencies, the government and other stakeholders will continue to strengthen capacities through training and skills development at all levels.

In addition to the above principles, there are several agreements, conventions and treaties that the County has committed itself to implementing. Both national and international human rights laws and conventions such as the national constitution, the UN convention Human rights, and Humanitarian Charter to further inform the above guiding principles.

Murang'a County will also ratify, domesticate and implement these Agreements, Conventions and Treaties, which relate to Emergency Management. In this regard, it will put in place policies, laws and strategies to facilitate effective implementation of the United Nations Framework Convention for Climate Change and the Kyoto Protocol, the UN Convention for Combating Desertification, the London Convention against Dumping (1972), Hyogo Framework of Action (2005) the Abidjan and Nairobi Conventions (1985) among others.

3.5 CODE OF CONDUCT

The code of conduct in Emergency Management seeks to guard the standards of behavior among the different stakeholders. It is not about operational details such as how one should calculate food rations or set up an IDP camp; rather, it seeks to maintain the high standards of independence and effectiveness to which the Murang'a County Government aspires.

This policy provides the following code of conduct for stakeholders:

- Emergency response interventions based on facts and verifiable information: Data from the early warning systems and the continuous monitoring of emergency occurrence and trends will be the basis of emergency response.
- The humanitarian imperative: the right to receive relief assistance during emergencies is a fundamental humanitarian principle which should be enjoyed by all citizens of Murang'a County regardless of race, colour or creed. The need for an unimpeded access to affected populations is of fundamental importance in exercising responsibility.
- Aid is given regardless of ethnicity, political or religious affiliation or geographical considerations

At all times, stakeholders will seek to base the provision of emergency assistance on a thorough assessment of the needs of the affected populations or their available local capacities to meet those needs.

- **Respect for Culture and Customs**

Stakeholders will endeavor to respect the culture, structures and customs of the communities and households we are working with.

- **Emergency assistance must strive to reduce future vulnerabilities to emergency as well as meeting basic needs**

All emergency assistance will affect the prospects for long term development, either in positive or negative fashion. Recognizing this, all stakeholders will strive to implement emergency assistance programmes which actively reduce the beneficiaries' vulnerability to future emergencies and help create sustainable lifestyles.

- **Stakeholders will reinforce the capacity of local communities to manage the full Emergency Cycle**

All people and communities even in emergency still possess capacities as well as vulnerabilities. Where possible, stakeholders will strengthen these capacities by employing local staff and procuring local resources. All activities in Emergency Management should reinforce rather than undermine existing capacities.

- **Involvement of beneficiaries in Emergency Management Programs. The Government and stakeholders will fully involve communities in the design, management, implementation, monitoring and evaluation of Emergency programmes.**

- **Mainstreaming Women and Children Issues**

In all emergency management programmes, Government and partners, stakeholders and communities will take positive cognisance of the excessive impacts which women and children undergo in any emergency. This policy, therefore, shall make provisions to enhance protection, safety and other needs of women and children in any emergency situation.

- **Mainstreaming the Concerns of the Challenged and Elderly**

In most emergency situations, confusion surrounds many activities, especially in relation to relief and evacuation. This problem particularly affects the physically, mentally and visually challenged, the elderly and the sick. This policy stresses the need of special provisions to cater for these segments of the society in emergencies.

- **Environmental Concerns**

Stakeholders will pay particular attention to environmental concerns in the design and management of emergency programmes, constantly reviewing the status and trends of the environment to ensure sustainable compliance.

It is clear from the above, that the Government will take the leadership role by articulating a clear policy to guide Emergency Management activities and to enable other stakeholders to

harmonise, align and coordinate Emergency Management activities along with the Government needs and Emergency Management priorities. All this requires policy, legal and institutional frameworks which embed Emergency Management in the Government with the regular allocation of public resources to achieve the desirable goal and objectives.

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CHAPTER 4 - POLICY, LEGAL & INSTITUTIONAL FRAMEWORK

This chapter provides the policy, legislative and institutional arrangements for Emergency management for Murang'a County Government. These arrangements are among the major inadequacies in the present emergency management system. The proposed institutional framework includes the establishment of CDIMA (the County Emergency Management Agency), its roles and responsibilities and its relationship with other institutions with its structures down to the community level.

This institutional framework should facilitate coordination and collaborative relationships among stakeholders.

4.1 ENACTMENT OF THE COUNTY EMERGENCY MANAGEMENT POLICY

The enactment of this policy will provide the basis for the Institutional and legal framework for Emergency Management by Murang'a County Government. The Policy is adopted by the County Executive Committee and approved by Murang'a County Assembly.

4.2 THE LEGAL FRAMEWORK

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

- The establishment of the County Emergency Management Agency, and all other Emergency Management structures and Committees;
- The powers, roles, relationships, functions and funding of the Agency (CDIMA);
- The activation of emergency management plans to provide immediate assistance to emergency victims even in the absence of a emergency declaration.

Further, in compliance with the Public Finance Management Act 2012, the County Executive Committee Member in charge of Finance and Economic Planning will, with the concurrence of the County Assembly, make Regulations to establish Emergency and Emergency Management Fund.

4.3 ORGANISATIONAL STRUCTURE

Stakeholders who may have a role to play in emergency response are listed below.

4.3.1 Audience

1. Office of the Governor:
2. Department of Public administration and coordination
3. Department of Health
4. Department of environment
5. Department of finance, IT & economic planning
6. Department of public works, roads and infrastructure
7. Department of trade and tourism
8. Department of water and irrigation
9. Department of Education, youth and sports
10. Department of Agriculture
11. Department of land, housing and physical planning

12. Ministry of Interior and coordination and Security: County Commissioner,
13. National Police Service
14. Kenya Meteorological Department
15. National Environment Management Authority, NEMA
16. Water Resources Authority, WRA
17. Department of Information, Kenya News Agency, KNA
18. National Transport & Safety Authority, NTSA
19. Kenya Forest Service, KFS
20. Kenya Wildlife Service, KWS
21. Kenya Power and Lighting
22. National Youth Service
23. Kenya National Highway Authority, KeNHA
24. Kenya Rural Authority, KeRRA
25. Kenya Urban Roads Authority, KURA
26. Kenya Agriculture & Livestock Research Organization, KALRO
27. Kenya Red Cross, KRC
28. African Fire Mission
29. Volunteers
30. United Nation Development Program, UNDP
31. Polish Centre for International Aid, PCPM
32. Kenya National Fire Brigade Association
33. Association of Fire Protection Industry Stakeholders
34. Private Rescue and Security Firms
35. St John's Ambulance
36. African Air Rescue, AAR medical service providers
37. Ahadi Kenya Trust
38. Kenya National Chamber of Commerce, KNCCI

The aim of sharing the policy across a wide cross-section of stakeholders is to raise maximum awareness of its contents and ensure that all EP&R arrangements and functions are clearly understood and can be smoothly carried in an emergency situation.

4.3.2 Emergency Risk Management Committee (CDRMC)

Membership of the CDRMC

The County Governor, or a CECM appointed in writing by the Governor, shall be the Chairperson. The County Commissioner shall be the Co-Chairperson, and the County Director responsible for matters relating to Emergency Risk Management shall be the Secretary. Membership of the CDRMC includes both Core Members and Invited Members.

Core Membership

The CDRMC Core Membership includes, as a minimum;

- a) The County Police Commander;
- b) A representative of the Kenya Red Cross Society;

- c) Director, Ministry of Health
- d) Two persons, one woman and one man with proven experience Emergency Risk Management appointed by the Governor;
- e) One person, appointed in writing by the chairperson of the most representative private sector association in the county; and
- f) One person nominated by a civil society organisation with expertise in emergency risk management in the county.

NOTE: In appointing the members of the CDRMC under (b) through (f) above, the Governor shall observe the principle of gender equity and the representation of marginalized communities, the youth, and persons living with disabilities.

The members of CDRMC shall elect one of the members appointed under (b) through (f) above to be the vice-chairperson of the Committee.

Invited Members

The CDRMC may co-opt into its membership any person who may provide expert advice for the effective discharge of the functions of the Committee. Invited members may be co-opted to assist CDRMC in its preparedness or response role, and appointments may be on an annual or one-off basis to deal with a specific issue or emergency response.

The list of CDRMC Core and Invited members should be reviewed and revised annually by the Committee. During an emergency, the CDRMC Chair is empowered to invite any additional person to join the CDRMC UC as an invited member where they believe this is required to ensure the effective response to the emergency, even where they had not previously been identified as an Invited Member.

[Note: For Core and Invited Members listed in this Annex, provide a named primary and substitute representative for each organisation and their contact details. The maximum number of members forming CDRMC when activated as a UC is not fixed, but as a general rule, the committee will work more effectively as an emergency decision-making body if it is formed of no more than 20 representatives, and preferably fewer than 10.

Core CDRMC Members

1. Office of the Governor:
2. County Commissioner,
3. County Police Commander
4. Chairperson, Emergency committee, Murang'a County Assembly
5. Department of Public Administration and coordination
6. Director, Fire services & Emergency Management
7. Director, Health
8. Director, Lands, Housing and planning
9. Director finance, IT & economic planning

10. Director public works, roads and infrastructure
11. County Director Meteorological Services
12. County Coordinator, Kenya Red Cross
13. Chairperson, Kenya National Chamber of Commerce, KNCCI
14. Religious leader

Invited CDRMC Members

1. Department of Mining- Regional Geologist
2. Department of environment
3. Department of trade and tourism
4. Department of water and irrigation
5. Department of Education, youth and sports
6. Department of Agriculture
7. National Environment Management Authority, NEMA
8. Water Resources Authority, WRA
9. Department of Information, Kenya News Agency, KNA
10. National Transport & Safety Authority, NTSA
11. Kenya Forest Service, KFS
12. Kenya Wildlife Service, KWS
13. Kenya Power and Lighting
14. National Youth Service
15. Kenya National Highway Authority, KeNHA
16. Kenya Rural Authority, KeRRA
17. Kenya Urban Roads Authority, KURA
18. Kenya Agriculture & Livestock Research Organization, KALRO
19. African Fire Mission
20. Volunteers
21. United Nation Development Program, UNDP
22. Polish Centre for International Aid, PCPM
23. Kenya National Fire Brigade Association
24. Association of Fire Protection Industry Stakeholders
25. Private Rescue and Security Firms
26. St John's Ambulance
27. African Air Rescue, AAR medical service providers
28. Ahadi Kenya Trust

Role of the CDRMC – Emergency Preparedness

The County Emergency Risk Management Committee (CDRMC) is a multi-sectoral body responsible for providing leadership and coordination of preparedness activities in the county ensuring that all government agencies and partners work together effectively. CDRMC committee members are responsible for working together on activities such as emergency response planning, training, drills and exercises, community risk reduction campaigns, and

oversight of local response plans and standard operating procedures (SOPs) produced by sectoral responders.

Key Preparedness Functions for CDRMC Include

- (a) advise the county government on matters relating to emergency risk management;
- (b) formulate the county emergency risk management plans and policy in line with the national plan and policy;
- (c) Promote civic education and public awareness, training, and capacity building on emergency risk management in the county including business premises and Learning Institutions.
- (d) make recommendations to the county government regarding financial matters in relation to emergency risk management;
- (e) promote an integrated and coordinated approach to emergency risk management in the county, with special emphasis on prevention, mitigation preparedness, response and recovery by other role-players involved in emergency risk management in the county;
- (f) collaborate with the national government, on matters relating to emergency risk management;
- (g) mobilisation and storage of relief and emergency supplies;
- (h) share information, lessons learnt and reports with national government; and
- (i) Carry out any other function as may be expedient to the better carrying out of the functions of emergency risk management in the county.

The CDRMC will produce an Annual Report and Action Plan that includes reference to:

- (a) Its activities during the year;
- (b) Results of its monitoring and evaluation of prevention and mitigation initiatives;
- (c) Emergencies that occurred during the year in the county together with information on:
 - (i) Their classification, magnitude, severity, and impacts;
 - (ii) Challenges experienced in dealing with the emergencies; and
- (d) Progress on the preparation and regular updating of emergency risk management plans and strategies in the county.
- (e) The planned programme of emergency preparedness and response activities, drills, and exercises for the coming year

The CDRMC Annual Report and Action Plan will be submitted to the County Assembly for approval. The approved copy will be shared with the Chair of NDRMC. The CDRMC will meet quarterly, or more regularly as directed by the Chair, to monitor the delivery of the agreed program.

Role of the CDRMC: Emergency Response

During an emergency response, the CDRMC becomes a Unified Command decision-making body, formed to manage emergency responses in the county in accordance with the National Emergency Response Plan (NERP) and County Emergency Operations Plan (CEOP). Core and Invited Members of the CDRMC will be mobilised to the nominated Emergency Operational Control (EOC) to form the UC Committee, along with any additional invited members as identified by the Chair for that specific emergency.

The CDRMC undertakes the 'Silver Function' Unified Command (UC) in the Kenyan Incident Command System as defined in the NERP and CEOP. The CDRMC is responsible for ensuring the effective coordination of all responders from government and civil society, ensuring that all available resources are effectively harnessed and coordinated in response to emergencies impacting the county. Operating as a UC, the CDRMC provides focus, coordination, and direction necessary to ensure that emergencies are resolved safely and effectively, minimizing harm to the community, environment, and economy.

When NDRMC has been activated as a UC at the national level, the CDRMC will report to them and will formulate a county level Incident Action Plan that takes account of the instructions and national policy direction provided by the national level.

When activated as a UC, CDRMC Core and Invited Members will meet at a nominated Emergency Operational Control (EOC) where they will be supported by a secretariat comprising two staff groups as set out in **Section 3.7** of the CEOP, a Command and General Staff. The county EOC is located at former Murang'a country club opposite Gate B of Murang'a University of technology.

CDRMC UC and supporting structures may be activated at one of three levels;

1. Situation monitoring,
2. Partial activation, and
3. Full activation.

Secretariat Support Structure for CDRMC

When acting in its routine role for management of emergency preparedness work, the CDRMC Chair should decide for general secretariat support including the organisation of meetings, production of minutes and reports, and drafting and submission of the Annual CDRMC Report and Action Plan to the County Assembly. In addition, a Duty Contact Officer roster system should be established to ensure that CDRMC can be contacted and informed immediately should any emergency arise. This Duty Officer function may be also delegated to the County Emergency Risk Management Centre where established.

When operating as a Silver Level Unified Command, CDRMC will establish a supporting Command and General Staff Function. As set out in **Section 3.7** of the CEOP. Nominated duty officers and secretariat staff members may come from the County Emergency Risk Management Centre, or any other organisation represented in the Core CDRMC membership, so long as they have been trained for the role they are expected to carry out. Training for all CDRMC Members and Secretariat staff will undergo sufficient training. Initial training must be supplemented by regular ongoing drills and exercises to maintain key skills. The frequency for

this ongoing training should be no less than that set out in **Section 2.6.3** of the CEOP but may be more regular if circumstances allow.

4.3.3 Sub County Emergency Risk Management Committee (SCDRMC)

It is in the Sub county level and its Chair is the Sub county Administrator/ Deputy County Commissioner (DCC). Its core function is to execute policy. Other members include; County Chief Fire Officer; sub county representatives for Water, Irrigation, Environment & Natural Resources; Roads, Housing & Infrastructure, Trade, Industrialization & Tourism; Agriculture, Livestock & Cooperative; ICT & Public Administration, Health, Youth Affairs, Culture & Social Services; Finance and Economic Planning, Education & Technical Training; Lands, Physical Planning & urban Development and Security. SCDRMC receives emergency management instructions from the CDRMC and implements decisions on its behalf.

The other functions of the SCDRMC include: -

- Provide information on departmental plans on Emergency Management Plans and how and when to activate them.

- Ratify the deployment of National and county resources in case of emergencies.

- Identify resource gaps and sources of non-food resources for Emergencies and Assistance.

These two Committees work on an ad hoc basis and also meet on a quarterly basis just before CDRMC and more frequently during emergencies.

4.3.4. The Department of Governorship/ County Administration & Coordination.

The Department of Governorship/ County Administration & Coordination will be in charge of Emergency Management policies, and will, therefore, coordinate implementation of this Policy. It will coordinate all the emergency efforts of sectoral departments, including Emergency Risk Reduction, and ensure that the policy is mainstreamed in their planning, development and budgeting. It will develop appropriate guidelines together with the private sector and Civil Society Organisations as well as to other stakeholders on relevant matters pertaining to Emergency Management.

The Department of Governorship/ County Administration & Coordination will be the custodian of Emergency Management policy formulation processes within Government and, through the County secretary, will advise Cabinet on all matters pertaining to Emergency Cycle Management. It will establish partnerships and collaborative linkages with existing institutions/organizations, and will implement this policy and other Emergency Management activities.

The Department will fund-raise for Emergency Management from other stakeholders other than the Government. It will also conduct and support public awareness, sensitization and education on Emergency Management

4.3.5. Establishment of the County Emergency Management Agency

Through this policy, an autonomous, flexible, County Emergency Management Agency will be established with the following mandates and responsibilities:

- To be in charge of the day-to-day management of all emergency management activities as stipulated in these policy guidelines and in any other instructions which may be given by the County Secretary, Department of Governorship/ County Administration & Coordination from time to time;
- To operate an effective and efficient county Early Warning /Emergency Monitoring Information System;
- To facilitate county, sub counties, wards and community level Emergency Management contingency processes that will result in the preparation of Contingency Plans to be updated regularly at all levels;
- With guidance, instruction and advice from the Board of Trustees of the County Emergency Management and Contingency Fund, yet to be set up, operate the Funds based on the procedures and guidelines provided;
- Coordinate the DM activities of other stake holders in the DM Cycle
- Encourage and enhance collaboration and partnerships through trust building and running a credible Emergency Management system among all relevant stakeholders;
- Support the Department of Governorship/ County Administration & Coordination in fund-raising activities outside the Government
- Support capacity-building initiatives for Emergency Management among all relevant stakeholders;
- Document, publish and disseminate all relevant Emergency Management data and information to all stakeholders in and around the county;
- Operate a functional and effective Monitoring & Evaluation system for programming and management activities on Emergency Management;
- Support the Department of Governorship/ County Administration & Coordination in education, training, sensitization and public awareness

4.3.6 County Emergency Management Agency sections

CDIMA will have the following six sections: Early Warning, Emergency Risk Profiling Information management and communication; Response Coordination; Finance and Administration; Research, Planning, Monitoring & Evaluation to support its services. It will be headed by a Director Fire Services and Emergency Management hired through a competitive process by the County Public Service Board through recommendations from the CEC-M Governorship/ County Administration & Coordination.

4.3.7 Section Heads for County Emergency Management Agency (CDIMA)

CDIMA will be operated by officers assigned from the Agency according to their competencies.

Below are the key functions of each section:

a. **The Section of Early Warning and Emergency Risk Profiling.**

- Regular monitoring, collection, analysis and evaluation of information on the most frequent emergencies in the county
- Coordination of all Early Warning System/ Information Service providers in order to harmonize the information available on Emergency Management
- Production of regular Early Warning Emergency Management bulletins and publications
- Maintenance of a data base of information and trends on Emergency Management in the county
- Development of hazard maps and emergency risk profiles based on a baseline year; and continue to update this information for future scenario planning in collaboration with other partners and stakeholders
- To establish a County Emergency Resource Centre.

This Resource Centre will monitor, collect and collate all relevant information and data pertaining to Early Warning Systems and any other information on emergencies; maintain the hazard mapping and emergency monitoring database; and keep all evaluation and impact assessment reports on emergency response interventions, on lessons learning and on contributing to best practices.

b. **Section of Institutional Coordination**

The responsibilities of this Section will be as follows:

- Facilitation of collaboration and linkages among all relevant stakeholders: such as the response stakeholders and emergency monitoring and Early Warning information service providers, Emergency Risk Profilers and Planners for Emergency Risk Reduction, in order to more strongly link Early Warning to response
- Promotion of information and experience sharing among stakeholders:
- Carry out strategic emergency-related needs assessments and provide recommendations to stakeholders involved in response initiatives
- Monitoring and Regulation of humanitarian and DM agencies

c. **Section of Emergency Response, Relief and Recovery**

The responsibilities of this Section are:

- Establishment and maintenance of a county emergency response capacity data base;
- Coordination of all stakeholders in emergency response;
- Facilitation of the preparation of county, sub counties, wards and community level emergency response contingency plans;
- Facilitation of the planning and implementation of Emergency Response Interventions, based on the Emergency Cycle;
- Separation of the planning and coordination of Rapid-Onset Emergencies from Slow-Onset Emergencies, and allocation of responsibilities accordingly;

- Tracking the cost of all Emergency Response interventions by all stakeholders, phase by phase, in order to estimate the cost of a particular emergency, and for better judgement of the management costs of each phase.

County Emergency/ Emergency Operations Centre (CDOC) is currently based in Fire Services and Emergency Management section. Its main functions are search and rescue in the event of an emergency including undertaking rapid assessments, collection and dissemination of data, coordination of response. CDOC also monitors emergency events on a 24-hours, 7-days a week basis. This policy now provides that the County Emergency Operations Centre will be under CDIMA and will focus on coordinating rapid-onset emergencies and will work as the Response Directorate in the new Emergency Management structure. CDOC will also serve as a useful collaborative link between all the Emergency Management players, during emergency response and implementation of this Policy. However CDOC has limited capacity and, therefore needs strengthening to make it effective.

Section of M & E, Research and Planning

The responsibilities of this section are:

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

d. Section of DM Education, Training & Capacity Building

The responsibilities of this section are:

- To establish systematically a structured corps of professional and technical emergency management personnel;
- Promote systematic functional education for Emergency Management in formal and public educational systems;
- Promote sensitization and public awareness on Emergency Management in liaison with Government and all stakeholders, including the Media, NGOs, CSOs, CBOs, and FBOs;
- To implement appropriate training at all levels for practical, technical Emergency Management through structured courses;

- Undertake periodic audits of the qualifications for DM technical and professional personnel, with a view to upgrading and sustaining acceptable and effective standards;
- To promote and uphold the ethos and ethics of the code of conduct for acceptable procedures and operations in DM; and
- To facilitate and eliminate deficiencies in capacity building at all levels, through standardized and officially-approved DM courses and curricula.

e. Section of Finance and Administration

The responsibilities of this section are:

- Establish administrative procedures and guidelines for the whole of CDIMA;
- Establish financial procedures and guidelines for CDIMA;
- Facilitate effective and timely disbursement of funds within the directorate;
- Facilitate regular audits of staff skills, human resource requirements, equipment as well as financial in order to enhance effectiveness and efficiency of the Agency/ Directorate;
- Together with the Board of Trustees of the County Emergency Management and Contingency Funds, establish procedures for the management of the funds and financial disbursements to relevant institutions in the emergency-affected areas;
- Support the management of the County Emergency Contingency Fund as may be required, from time to time.

4.3.8 The County Platform for Emergency Risk Reduction

The County Platform for Emergency Risk Reduction is a stakeholder's forum for consultation, negotiation, mediation and consensus building on emergency risk reduction. The Platform will work within the Department of Governorship/ County Administration & Coordination. The broad objectives of the forum will be to: -

- Promote and enhance education, public awareness and advocacy of emergency risks.
- Obtain commitment from the public leadership to emergency risk reduction.
- Stimulate and strengthen multi-disciplinary and multi-sectoral partnerships and networks for Emergency Risk Reduction at all levels.
- Improve dissemination and understanding of natural and man-made causes of emergencies, and their related effects upon vulnerable communities.
- Plan dissemination of information on Emergency Risk Reduction
- Play an advisory role to all the stakeholders on DRR

Membership of the County Platform is drawn from all the Line Departments, NGOs, and CBOs. The UN agencies and the Private Sector are encouraged to participate, and share their information, knowledge and expertise with the other stakeholders. The Platform will work closely with CDIMA.

4.4 EXISTING EMERGENCY MANAGEMENT INSTITUTIONS

There are various governmental and non-governmental agencies in the country involved in emergency management activities; but largely in an uncoordinated, reactive and sectoral framework. The same is true of line Departments which have mainstreamed Emergency Management: In the Office of the Governor there is the County Emergency Operations Centre (CDOC), Arid Lands Resource Management Project (ARLMP), and in Governorship/County Administration & Coordination is the Department of Relief and Rehabilitation and NEMA in the Department of Environment, Natural resources and climate change.

It is also acknowledged that, among others, the Departments are responsible for Agriculture, Regional Development, Environment and Natural Resources, Labour and Human Resource Development, Trade and Industry, Health, Roads and Public Works, Transport, Information and Communication, Tourism and Wildlife, Energy, Finance, Planning and County Development, Lands and Housing, Education, Science and Technology are involved in emergency management. In addition, IGAD, UN Agencies and other bilateral partners and international NGOs play a significant role in emergency management in Kenya.

In view of the above lack of coordination, this policy recognizes the roles of these institutions and seeks to harmonize and coordinate their emergency management operations.

4.5 THE ROLE OF THE EXISTING INSTITUTIONAL STRUCTURES UNDER THE NEW POLICY

4.5.1 Kenya Food Security Meeting (KFSM) and Kenya Food Security Steering Group (KFSSG)

The Government, in conjunction with the UN Agencies, developed a drought management system that is coordinated by a Kenya Food Security Meeting (KFSM); and its secretariat, the Kenya Food Security Steering Group (KFSSG). The activities of the KFSSG include the early warning monthly bulletins; the declaration of warning stages (i.e., Normal, Alert, Alarm, and Emergency), and preparation of detailed contingency plans. There are five sector working groups, namely: the Food Security/ Aid, the Water and Sanitation, the Agriculture and Livestock Sector, Health and Nutrition and Coordination Sector. These Sectoral Working Groups undertake planning and coordination of activities implemented under their respective sectors. This policy seeks to entrench the work of the KFSM and of the Arid Lands Resource Management Project (under the Ministry of Northern Kenya and Other Arid Lands), into Government structures. This means that the KFSM and the ALRMP will continue to play their

roles in “food security related” emergency activities, but will now be working closely with CDIMA.

4.5.2. Sectoral Departments

Sectoral Departments have been directly involved in emergency management at all levels, though in an ad-hoc manner. Their expertise is required in emergency management planning. The Departments will be required to mainstream emergency management into their sectoral activities, and will appoint emergency liaison focal point at the County level. The relevant Departmental Heads at the county level will participate in the County Emergency Management Committees. They will provide technical support and capacity-building to community-level emergency management structures. The sectoral Departments will play the leading role for those Emergencies that are specific to their functions.

4.5.3 Ward and Community Level

The Policy recognizes the important role of communities in starting and carrying out emergency management activities. Local leaders will mobilize communities in identification of causes of their vulnerability to risks and implementation of the risk reduction programmes. Although the lowest structure will be at the ward level, villages will be represented through the Community Response Units.

The composition of these units will include village and ward representatives, NGOs, CBOs, FBOs, volunteers and other stakeholders, operating at the Ward level. The main responsibility of these Units will be collection, documentation and dissemination of emergency information (including, the Early Warning information using indigenous knowledge and response), planning and mobilization in order to ensure active participation and effective operations of the Committees, in a bottom up decision-making.

4.5.3 Partner Agencies

In this Policy, stakeholders outside Government system, involved in Emergency Management such as development partners, humanitarian agencies, NGOs and community-based organizations will participate in management of emergencies through relevant committees. They shall provide information, resources such as financial and technical input for preparedness, planning, Early Warning Systems and response in the Emergency Management Cycle.

4.5.4 Private Sector: Corporate Bodies and Individuals

This policy recognizes the role of the private sector and other players. The private sector, including companies, the media, individuals, and professional bodies, will be expected to assist with available resources (financial, human, technical know-how and equipment), when an emergency strikes in addition to playing a significant role in the process of advocacy, public education, sensitization and awareness. The private sector is responsible for prevention of emergencies by upholding human, industrial and environmental safety within their jurisdiction as well as front-line response to emergencies in their areas. The County Agency for Emergency

Management (CDIMA) will work closely with this sector. By mainstreaming of emergency management through education, development planning, sensitization and awareness, we create a emergency literate society which makes everybody capable of participating effectively in emergency management.

4.6 Murang'a County Emergency Fund

This Policy launches a background that leads to the establishment of the Murang'a County Government Emergency Fund in fulfilment of Section 110 of the Public Finance Management Act 2012.

In accordance with the provisions of the PFMA 2012, this policy provides the CECM-Finance & Economic Planning with the requisite policy framework to go ahead and establish the Emergency Fund.

The purpose of Murang'a County Government Emergency Fund shall be to enable payments to be made in respect of the County Government when an urgent and unforeseen need for expenditure for which there is no specific legislative authority arises.

In accordance with the provisions of the County Executive Committee member for Finance in Murang'a County Government shall administer the Murang'a county government Emergency Fund for the county government in accordance with a framework and criteria approved by Murang'a county assembly.

The main purpose of the Emergency Fund shall be to address urgent and unforeseen emergencies in Murang'a County that require expenditure by the County Government. Payment from the Emergency Fund shall be meant to alleviate the damage, loss, hardship or suffering which may be caused directly by the disastrous event.

For purposes of this Policy emergency shall mean the unforeseen event is one which threatens damage to human life or welfare and threatens damage to the environment.

In establishing the Murang'a County Government Emergency Fund, the CECM- Finance shall be guided by the provisions of PFMA 2012 and the relevant law.

CHAPTER 5- RESOURCE MOBILIZATION, MANAGEMENT & ACCOUNTABILITY

The effective implementation of this policy will require adequate resources. These are financial, human, emergency management equipment and infrastructure. It has also been noted that resource procurement is slow during emergencies and considering the urgency to respond, it is imperative that an enabling system be established to ensure quick disbursement of resources to address emergency issues.

5.1 THE KEY FUNDS

There lies a big risk when/if in the advent of a emergency the county would be found unprepared to triumph over the catastrophic event.

There is a need therefore for a harmonised fund for effective management and use in case of a emergency. This policy therefore recommends the establishment of a emergency management fund as highlighted in the Public Finance Management Act. It would also act as a common basket emergency fund to pool contributions from all stakeholders, including both levels of Government, development partners, UN agencies, private sector, and individual contributions.

All players in emergency related businesses should contribute to the Emergency Management fund. Private Organisations will be encouraged to contribute a percentage of their Corporate Social Responsibility funds to the National Emergency Management fund. Amendments should also be made to existing financial rules and regulations in order to facilitate faster but transparent and accountable release of these funds for effective response in the case of emergencies. A board of trustees drawn from the stakeholders will be established to manage the fund.

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

This policy proposes that criteria for use of privately owned equipment and machinery in times of emergencies be established to ensure that these materials are availed when needed. For privately owned equipment duty waiver and an award scheme should be introduced, for those who will have offered their facilities to be used. As opposed to direct compensation which would kill the spirit of volunteerism and promote unscrupulous behaviour to get funds.

5.4 INFRASTRUCTURE

The current poor infrastructure and centralization of some key infrastructure, relevant for emergency management has slowed response when emergencies occur and therefore need to be addressed if the response period is to be reduced for effectiveness.

This policy proposes that:

- 5.4.1 Stockpiles be established for food and non-food items at the subcounty level as informed by the emergency profiling.
- 5.4.2 Construction of more hospitals and upgrading of dispensaries to cope with emergencies and this information be made available to the public
- 5.4.3 Free medical services be provided for emergency victims in public hospitals Private hospitals services to be availed at subsidized cost
- 5.4.4. Collaboration with relevant government departments such as the department of Roads and public works will be sought to ensure the construction and upgrading of infrastructure development, rural and urban planning (to avoid encroachment) – markets, water and roads - for effective response in case of emergencies.
- 5.4.5 A minimum of dedicated hotlines be secured from the Communication Commission of Kenya to be use for monitoring possible emergency occurrences, and the network to be intensified as needed when a emergency occurs. These will only be accessible to authorized personnel. Local FM stations will also be used as channels for emergency updates.

5.5 Accountability

Contributors to the funds will be involved in overseeing of the fund management through regular release of quarterly financial statements for public use and comments. Regular monitoring and evaluation of the utilization of the funds will be conducted by the controller and auditors with assistance from independent auditors appointed by the stakeholders.

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CHAPTER 6- MONITORING, EVALUATION AND RESEARCH

Monitoring, Evaluation and Research are increasingly becoming vital processes in Emergency Management in Kenya. This is so, because of several reasons. First, the Government and Development Partners would like to know the degree of progress made in the implementation of Emergency Management policy, in the results and impacts of Emergency Management initiatives, as well as in the lessons learned from implementation efforts, in order to foster best practices. Secondly, monitoring and evaluation and research provide information and processed data for use in developing a database for profiles and trend analyses, and for developing institutional memories, such that the emergency management system can learn from past mistakes, successes and experiences so as to improve its effectiveness and efficiency of DM and DRR.

The related dynamic and evolutionary processes of monitoring, evaluation and research are Key to effective Emergency Profiling, Emergency Management and Emergency Risk Reduction; and their objectives and goals are similar, if not convergent. That is to say: for successful DM and DRR, the status and trends of emergency profiles must be accurately assessed and applied, through systematic research; and the three processes must be related at all levels.

Owing to the crucial challenges of the ongoing and escalating Climate Change and to the related major global environmental changes, the character and complexity of the emergency systems in any country, especially in a complex environmental system such as in Kenya, will be very complicated – requiring continuous and related monitoring, evaluation and research for successful DM and DRR. In addition, and especially in the rapid changes in the culture, population dynamics and urbanization in Africa, there are a myriad of other potential sources of destabilization of the cultural environment, including resource-based ethnic clashes, socio-cultural, economic and political conflicts, as well as cultural instabilities related to the urban revolution and informal settlements. For example, as relates to urban fire outbreaks the informal settlements will especially be disadvantaged; lacking access roads for fire engines, water for fire hydrants, fire resistant building materials, time-tested coping strategies, and other resources for emergency management. All these and many more need systematic monitoring, evaluation, research and application for successful DM and DRR.

Since the successful implementation of this policy will require the allocation of substantial human, material, financial, technological and other resources, it is imperative that a justification be made for allocation of such resources, supported by the positive results and impacts of the County Emergency Management system, particularly, in relation to those vulnerable communities and households, likely to be affected by emergencies.

This policy, consequently, provides numerous bases for the establishment of interrelated monitoring, evaluation and research frameworks, in order to promote an understanding of progress made in the implementation of the policy; and to assess the overall effectiveness and sustainable impacts of the County Emergency Management system in Murang'a. Finally, this policy stresses the need to establish a monitoring, evaluation and research framework which will promote sustainable emergency management countrywide with specific focus on highly vulnerable areas, such as the peri-urban informal settlements.

6.1 MONITORING

6.1.1. Definition

Emergency Management monitoring refers to the process of systematic and continual observation and recording of data on evolution and occurrences of hazards and emergencies, on management initiatives (planned or otherwise) with which the hazard, and emergencies are

handled; and on the degree of success or failure realized, with the intention of improving DM operations in future.

6.1.2 Problems and Challenges

Past Emergency Management performance in Kenya and particularly Murang'a County reveals poor monitoring, evaluation and research, including poor data recording systems, inefficient evaluation, inconclusive research, ignored emergency types, and a general unpreparedness for systematic, effective emergency management.

In view of all this, this policy makes provisions for establishment of effective monitoring, evaluation, research and application to all hazards and emergencies (natural and man-made).

6.1.3. Objectives of Monitoring

In this policy, the objectives of monitoring include various observations to promote understanding of hazard / emergency-causing systems and processes as well as their related characteristics occurrence, location, intensity, recurrence period, extent, duration. Monitoring will also promote understanding of the impacts on whole life systems, livelihoods, socio-economy, infrastructure, environment and resource base. Finally, monitoring should facilitate informed forecasts and prepared DM.

6.1.4 Monitoring for Separate Objectives (the System and Emergencies)

In this policy, properly designed Monitoring focuses on both the institutional/operational system and the emergency risk profiles analysis and management.

(a) Monitoring Objectives for the System

The objectives for monitoring the system include promotion of emergency- awareness, coordination of participatory partnerships in emergency management among stakeholders, strengthening linkages between emergency management and sustainable development, and comprehensive resource mobilization for DM.

(b) Monitoring Objectives for Emergencies

The objectives for monitoring emergencies include, obtaining reliable data on hazard/ emergency types and systems, continual stocking of the emergency data bank, reliable data on the whole Emergency Management cycle, systematic updating of emergency risk profiles and evolutionary updating and application of indicators.

In view of these objectives and needs, this policy provides for establishment of a monitoring, evaluation and research framework and strategy, through the processes and data banks. In view

of the demonstrable need for the two types of monitoring (for the system and emergencies), this policy also recognises the necessity for operationalization of the three convergent processes of monitoring, evaluation and research to attain the goals of the DM; and to realise a safe, resilient and sustainable society.

6.2 EVALUATION

6.2.1 Definition and Character

“Evaluation” goes hand in hand with “research”, using monitored data on hazards and emergency occurrences. In this policy, for hazards and emergencies, evaluation and research include the following: the systematic analysis of monitored data in order to expose its salient characteristics, to facilitate interpretation of those characteristics, and in order to enhance application of those data to sustainable DM and DRR. This evaluation (plus attendant/concomitant research) provides opportunity for reliable forecasts and realistic reorganizations of plans and operations to improve both DM and DRR.

6.2.2 Problems and Challenges against Evaluation

By the irregular and unsatisfactory character of the monitoring process in both natural and man-made emergencies, effective, systematic evaluation is rare and undependable; and, so, both evaluation and the allied research processes rarely emerge as strong, incisive and reliable management tools

6.2.1 Objectives of Evaluation

In this policy, the objectives of evaluation include analysis and exposition of the various characteristics of the particular hazard or emergency, as well as the critical assessment whether the specific provisions within the DM and DRR system have the expected effects. Evaluated data will generate knowledge on the frequency of emergency recurrence, and for application on strategic planning, contingency planning and general planning for DM and DRR.

6.2.2 Policy Framework

This policy provides for the establishment of an institutional structure to ensure reliable and dependable monitoring, evaluation and research in relation to the system and emergencies, as a mandatory and integral component of the systematic planned DM

6.3 RESEARCH

6.3.1 Definition.

This is guidance, analysis of incoming data, previous input and their appropriate integration into overall specific strategic and contingency plans.

6.3.2 Review and Discovery by Research.

There shall be essential need for review of research as follows:

Promotion of institutional laws and policies;

Traditional coping strategies of communities;

Promotion of self-reliance and community resilience;

Promotion of self-rediscovery among local communities;

Promotion of research into indigenous lifestyles, livelihoods, resource systems and environmental emergencies;

Promotion of research on impacts of Climate Change on indigenous livelihoods, such as traditional pastoralism and other lifestyles.

All these and other areas of research are intended to rediscover and improve integration of traditional knowledge and technologies into sustainable coping strategies.

6.4 FURTHER ASPECTS OF THE SYSTEM AND EMERGENCIES FOR MONITORING AND EVALUATION

6.4.1 Systems

A number of key operations and initiatives within the system and emergencies need monitoring and evaluation.

6.4.1.1 Resource Mobilisation and Utilisation

Past experience and performance have shown frequently that resources are not always procured in sufficient quantities, and on time for effective management of emergencies, by the right agencies, and/or development partners.

This policy stresses effective monitoring and evaluation of resource management to ensure sustainable transparency, accountability and professionalism.

6.4.1.2 Monitoring and Evaluation of Capacity-Building for Emergency Management

Generally, there is inadequate capacity for effective Emergency Management in Murang'a; and, so, in most aspects of Emergency Management in Murang'a, it is clear that capacity-building is essential to upgrade efficiency.

This policy, therefore, stresses the institutional structured provision for capacity-building to promote professional/technical efficiency at all levels: International, Regional, Sub-Regional, National, County and Community.

6.4.1.3. Monitoring and Evaluation of Accession and Compliance with International/Regional Conventions, Agreements and Treaties

The globalization process stresses the need for international/regional collaboration and cooperation in emergency management at all levels; and Murang'a has varying degrees of such cooperation and collaboration. Moreover, in management of joint resources and trans-boundary problems, collaboration is essential.

This policy, therefore, stresses the urgent institutional provision to enable Kenya to have accession and compliance to all such relevant international/regional instruments for Emergency Management. Including those cases which qualify for compensatory and restorative processes; and these institutional provisions should ensure effective monitoring and evaluation of the compliance.

6.4.1.4 Monitoring Discrepancy between Stated Contents and Actual Deliveries of Food and Non-Food Supplies for Relief

It has been repeatedly noted that stated contents of containers as they were dispatched are not necessarily the same as what is delivered. This way, duty is paid for the wrong contents or for expired goods, of no use to the expectant recipients. Similarly, relief goods may arrive at the port of delivery for transmission to the affected communities in the interior; but bureaucracy and procrastination may delay release and delivery for weeks, while the emergency deepens. This policy, therefore, provides for dedicated monitoring and evaluation of relief goods and supplies; and for ensuring urgent, timely, and efficient distribution of relief supplies.

6.4.1.5. Monitoring and Evaluation of Communication and Feed-back

Systems

For effective Emergency Management, a wide range of information systems will be essentially accessed, analysed and utilised to plan and manage the operations. This range of information will come from all levels, sectors, stakeholders and agencies.

This policy provides for the establishment of an institutional structure, such as a resource management centre, to facilitate monitoring and evaluation of an effective network of communication channels to ensure productive communication among all partners and levels for the DM.

6.4.2. Monitoring for Effective Coordination and Mainstreamed Responsibilities

There shall always be need to monitor the effectiveness with which mainstreamed responsibilities are being implemented in sectoral departments; but, especially, at times of emergencies and emergencies, there is a critical need to monitor and coordinate information sharing, and operational responsibilities, guided by appropriate designated officials, from the County Secretary downwards to the sub county and community levels. Complementarily, continuous bottom-up monitoring from the communities and divisions informs the whole system, and improves the two-way flow of command and reception for coordination of operational emergency management.

6.4.2.1 Monitoring and Evaluation of Emergencies

All aspects of the emergency profile and cycle need systematic and dedicated monitoring, evaluation and attendant research.

This policy shall provide for continuous reception, processing, storage management and application of a data base, including continuous assessment, evaluation and set periodic auditing of the DM system. This process is intended to assess compliance of dedicated DM with agreed principles and implementation strategies of the integrated DM frameworks.

6.4.2.2 Monitoring and Evaluation of Food Insecurity

Whereas National and County agencies exist to keep watch over food insecurity, especially in the ASALs, and whereas the relief supplies come from International, UN, National and other humanitarian agencies, this approach has been found to cause a progressive dependency syndrome.

This policy, therefore, provides for dedicated monitoring and evaluation of the food insecurity situation in the whole county, especially, in the drought- and flood-prone areas. Furthermore, this policy stresses collaborative Monitoring and Evaluation of evolution of alternative income-

proactive planning of DRR, as well as in the conventional management of the emergency cycle. The issues include: Climate Change, poverty, the multi-faceted inter-ethnic and political conflicts, HIV/AIDS pandemic, the rapid overall environmental change, excessive rapid population growth and urbanization dynamics, the complex gender issues (affecting both women and children), the challenged and the elderly, terrorism, CBRN, trade imbalances and resource depletion.

This policy will provide for achievement of these goals.

6.4.2.6 Monitoring and Evaluation of DM Research, Education, Training, and Capacity-Building

For DM to succeed, a continuous supply of adequate technical and professional personnel is essential. Sensitization, awareness creation and functional literacy are essential also for the whole public, especially at the community level; and finally, continuous research in all these fields and data base management is a must for success.

This policy will provide for the attainment of these goals.

6.4.2.7 Monitoring and Evaluation of a Multiple Hazard/Emergency Occurrence

Any part of Murang'a can experience one or more emergencies at the same time, especially landslides in the higher zones (Kangema, Kahuro, Kigumo and Gatanga subcounties) of Murang'a there is a high probability of several rain-triggered hazards or emergencies occurring located simultaneously or in quick succession, during the March April May long rains, which consequently causes flooding in the lower zones in tandem, making it difficult to monitor, evaluate and assess the impacts for effective management of the DM.

Early Warning concerns all emergencies and hazards possible in one place. EWS guides insight into the possibility of multiple occurrences of emergencies at the same time or in quick succession in a given place. Application of EWS information should lead to appropriate information, preparedness and integrated response to the emergencies. Specific EWS include; conflict-related early warning, flood early warning, seismic early warning and drought early warning.

This policy provides for institutional/operational framework to facilitate the disintegrated monitoring and evaluation of each emergency, within the multiple occurrences while recognising the synergistic components for effective management of the whole emergency complex.

6.5 Sharing and Learning through Knowledge Management

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Processed and applied knowledge and information from Monitoring, Evaluation and Research, implementation and cyclic reviews should be ploughed back throughout the whole DM system and institutional structure for the professional and technical benefit of all.

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