



NIGERIA

NATIONAL DISASTER RISK MANAGEMENT POLICY

2018

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FOREWORD

Nigeria continues to experience various devastating impacts of disasters that constrain development, cause loss of lives, damage to assets and negative environmental impacts. From Human to technological and nature induced hazards, Nigeria has experienced losses of significant magnitudes, witnessing reoccurring floods, (2012 & 2018). Insurgency and terrorism, incidences of building collapse, Erosions, Ocean surges and more recently, Earth tremors, etc. Consequently, the vulnerability of people and assets has increased exponentially partly due to rise in temperature, extreme weather events exacerbated by global warming/ climate change.

It is pertinent we curb this growing number of risks/threats through adequate policy frameworks that can be stepped down for effective disaster risk management at all levels of society.

The National Emergency Management Agency (NEMA) has the mandate to coordinate all emergencies in Nigeria. This responsibility requires a comprehensive Disaster Risk Management Policy Framework. Also, despite the progress in developing the institutional basis, disaster risk management mechanisms in Nigeria faces several gaps and challenges in developing the requisite capacity to adequately anticipate, assess, forecast, prevent, mitigate, prepare and respond to disasters at all levels.

This National Disaster Risk Management Policy document, a product of the UNDP supported “Strengthening Disaster Risk management and Recovery Project” stipulates Government’s policy direction regarding the current challenges to reducing the risks from hazards facing the country. It also articulates the renewed commitment of the Government of the Federal Republic of Nigeria to disaster risk reduction. The Policy outlines a streamlined set of guidelines for decision making regarding actions to achieve desirable outcomes in Disaster Risk Management (DRM). This policy is designed and developed to strengthen resilience to disaster and requires the promotion of DRM in a multidisciplinary and integrated manner.

The document further highlights the legal framework to multi-disciplinary approach in Disaster Risk Management (DRM) in Nigeria. This is aimed at effectively internalizing DRM into all systems of governance in Nigeria. It is very important and relevant to enhance preparedness capacity for disaster response, recovery and reconstruction. It is consistent and builds on other policy documents. This document has clearly shown the connection between climate change, disaster risk reduction and the need to provide the platform for increased awareness to enhance preparedness, reduce exposure, vulnerability and sustainable development.



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Director-General

ABBREVIATIONS AND ACRONYMS

ADR	Alternate dispute resolution
BCMP	Business Continuity Management Policy
BCP	Business Continuity Plan
CBOs	Community-based organizations
CBRN	Chemical, Biological, Radiological and Nuclear
CDM	Comprehensive disaster management
CSOs	Civil society organizations
DM	Disaster management
DMVs	Disaster Management Volunteers
DRM	Disaster risk management
DRMP	Disaster Risk Management Plans
DRR	Disaster risk reduction
DTM	Displacement Tracking Matrix
EOCs	Emergency Operations Centres
EWS	Early warning systems
FBOs	Faith-based organizations
FRSC	Federal Road Safety Corps
GIS	Geographical Information Systems
HDI	Human Development Index
ICS	Incidence Command System
IDP	Internally-displaced person
INGOs	International Non-Government Organizations
IOM	International Organization for Migration
LEMA	Local Emergency Management Authority
LEMCs	Local Emergency Management Committees
LGA	Local Government Area
MDAs	Ministries, Departments and Agencies
MELI	Monitoring, Evaluation, Learning and Improvement
NAP	National Action Plan
NASPA–CCN	National Adaptation Strategy and Plan of Action on Climate Change for Nigeria
NCCPRS	Nigeria Climate Change Policy Response and Strategy
NCPIR	National Contingency Plan on Infrastructural resuscitation
NDICS	National DRM Information and Communication System
NDMF	National Disaster Management Framework
NDC	Nationally Determined Contribution
NDMICS	National Disaster Management Information and Communication System

NDMP	National Disaster Management Policy
NDO	National Disaster Observatory
NDRMP	National Disaster Risk Management Plan
NDRP	National Disaster Response Plan
NDRSF	National Disaster Recovery Strategy and Framework
NEC	National Executive Council
NEMA	National Emergency Management Agency
NERA	National Emergency Relief Agency
NEWCC	National Early Warning Coordinating Committee
NGOs	Non-governmental organizations
NIMET	Nigerian Meteorological Agency
NRP	National Response Plan
NSCDC	Nigeria Security and Civil Defence Corps
NWCFEW	National Working Committee on Flood Early Warning
SAR	Search and Rescue
SEMA	State Emergency Management Agency
SGF	Secretary to the Government of the Federation
SOPs	Standard Operating Procedures
SSAs	Support Service Areas
TAC	Technical Advisory Committee

EXECUTIVE SUMMARY

Nigeria experiences various threats from disasters and conflicts that constraint development, cause loss of lives and development assets and engender negative environmental impacts. The devastating 1972/73 drought, the 2012 nation-wide flood that was the worst natural disaster in more than 60 years and the on-going conflict-caused emergency in the north-east exemplify the historical and contemporary occurrence of disasters in the country. Addressing these threats requires effective management of risks from disasters.

The evolution of disaster management in Nigeria started at the turn of the last century, culminating in the establishment of the National Emergency Management Agency (NEMA) in 1999 as the primary entity with legal mandate, professional staff, programmes and funding to support, facilitate and coordinate disaster risk management (DRM) policies, programmes and mechanisms nationwide.

In fulfilling its mandate, NEMA has developed several plans and guidelines, but the country lacks a comprehensive DRM policy framework. Also, despite the progress in developing the institutional basis, disaster risk management mechanisms in Nigeria face several gaps and challenges in developing the requisite capacity to adequately help anticipate, assess, forecast, prevent, mitigate, prepare and response to disasters at all levels. The exposure of people and assets has likely increased faster than vulnerability has decreased, partly because some risk factors, such as inadequate and inappropriate policies and resources, poorly managed urban development, insufficient local capacities, environmental degradation, desertification and conflicts constitute underlying risk drivers.

Overall, the uncertainty in climate change impacts and the need to better support at-risk populations: (a) to address current hazards, increased variability and emerging trends, (b) to manage risk and uncertainty and (c) to build their capacity to adapt requires strengthening the policy framework for integrated disaster and climate risk reduction for resilience in Nigeria.

This National Disaster Risk Management Policy document outlines Government's policy direction regarding the current challenges to reducing the risks from hazards facing the country. It also articulates the renewed commitment of the Government of the Federal Republic of Nigeria to disaster risk reduction. The Policy outlines a streamlined set of guidelines for decision making regarding what needs to be done to achieve desirable outcomes in DRM. The Policy guides the development and implementation of disaster management policy and programmes at State and local government level to achieve the government's priorities, in particular the promotion of safer, and more secure and resilient communities.

The aim of the policy framework in this document is to provide policy directions for supporting measures to strengthen communities, individuals, businesses and institutions to minimise the adverse effects of disasters in Nigeria, thereby enhancing the ability to prevent, prepare, respond to and recover from disasters across all elements in the country.

The Policy applies to the risk of small and large-scale as well as frequent and infrequent, disasters caused by natural hazards and related environmental, technological, climatic and conflict hazards and risks.

The mission is to develop a culture of disaster risk reduction in Nigeria in which communities and institutions understand the risks from hazards and are prepared with coordinated capabilities to prevent, protect against, respond to, and recover from hazards that pose the greatest risk in a way that balances risk with resources and need.

The aim of disaster risk reduction is to build safer and more resilient communities. Therefore, the goal of the Policy is to institutionalize development and application of disaster risk management systems, mechanisms, practices and programmes aimed at effectively reducing hazard risk as a means of ensuring resilience to disasters within the context of sustainable development at the Federal, State and Local Government levels of the national territory.

The specific objectives for disaster risk reduction in the Policy are to:

- 1) support development of strong governance structures at national, state and local and community levels aimed at reducing exposure, vulnerability and risk in disaster-prone areas;
- 2) promote the more effective integration of risk reduction into development and humanitarian policy and planning;
- 3) reduce the vulnerability of the poor through building capacity and resilience to disaster risk.

Fundamentally, the policy advocates a comprehensive risk reduction approach to disaster management that focuses on reducing risks - the risk of loss of life, economic loss and damage to property, infrastructure and the natural environment - and especially to those sections of the population that are most vulnerable to development factors and exposed to hazards.

Following the expected outcome of the Sendai Framework for Disaster Risk Reduction 2015-2030, the Policy framework aims to achieve the substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and people in Nigeria

The priorities of the National Disaster Risk Management Policy are to:

- Expand awareness and understanding of disaster risk
- Strengthen multi-stakeholder governance systems for DRM
- Enhance preparedness capacity to reduce exposure, vulnerability and impacts of hazard events or conditions
- Increase social, economic and environmental investments to strengthen resilience to disasters through hazard risk reduction

The first Policy priority of expanding awareness and understanding of risk requires enhancing disaster risk knowledge, information and communication. The first step in effectively responding to hazards' to prevent, mitigate and recover from disasters is to know and understand the risk. Therefore, this priority involves policy directives and actions under the following themes: (1) risk anticipation, identification and assessment, (2) risk information compilation, analysis, dissemination and use, (3) early warning, and (4) risk communication for public education, awareness and advocacy.

Governance, and its structuring, conditions the effective and efficient management of disaster risk. The second Policy priority of strengthening multi-stakeholder governance systems for DRM aims at strengthening governance of managing disaster risk by addressing the following themes: (1) legal and regulatory framework, (2) institutional framework and arrangements for disaster risk management planning and coordination, (3) developing DRM capacity, (4) participation and inclusion, (5) financing and investment.

The third Policy priority is to enhance preparedness capacity for disaster response, recovery and reconstruction to reduce exposure, vulnerability and impacts of hazard events or conditions. The Policy promotes the broad concept of preparedness as an ongoing process of ensuring

public safety, sustainable development and disaster risk management through being able and ready to prevent, mitigate, or manage risk from past, current, potential, impending and future disasters. The overall goal is to ensure that Nigeria has the capacity and capability to respond to emergencies and to facilitate the recovery of affected individuals, wards, communities, local government areas and states as well as the social and economic infrastructure, and environmental resources as quickly as possible in an effective, efficient and sustainable manner. Therefore, enhancing preparedness under the Policy will cover the following themes: (1) disaster preparedness framework and capacity, (2) disaster response, and, (3) disaster recovery and reconstruction.

The fourth Policy priority of increasing social, economic and environmental investments to strengthen resilience to disasters through hazard risk reduction emphasizes resilience as the organizing principle for integrating DRM and development. This is because reducing risks and strengthening resilience to disaster of communities and people at risk requires improving the ability of the national systems of disaster risk management and development to anticipate, prevent, reduce, absorb and adapt, or recover from the effects of hazardous event in a timely, efficient and sustainable manner at all levels. Also, strengthening resilience to disasters involves application of social, economic and environmental measures in development sectors within climate, slow-onset, urban and conflict settings that can reduce past, current and prospective disaster risk. Therefore, this priority covers the following themes:

1. Risk reduction in key development sectors and contexts
2. Climate risk management
3. Slow-onset disasters
4. Risk reduction in settlements and the urban context
5. Disaster risk and conflict management

The design, planning, implementation and governance of measures in many of these sectors and contexts are beyond the remit of disaster management institutions alone. Therefore, the Policy will promote and pursue a nationally integrated strategy to strengthening resilience, building on existing networks and arrangements at all levels and utilizing a whole community and whole government approach. In particular, the emergency management sector will engage collaboratively with players in other sectors and development contexts.

The National Disaster Risk Management Policy is in line with the continental disaster risk reduction strategy and framework of the African Union: the Africa Regional Strategy for Disaster Risk Reduction, and, the Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Africa.

The Policy is progressive in addressing several under-served areas of DRM in Nigeria that have hitherto not been an explicit or adequate part of the practice of disaster management in Nigeria. These include: (a) adopting resilience as the organizing principle for DRM, (b) re-positioning humanitarianism for development, (c) seizing post-disaster opportunities, including recovery, for risk reduction, (d) ensuring government business continuity during and after disasters, (e) integrating social risk management, including safety-nets, in DRM, (f) addressing DRM-climate risk management linkages, and (g) addressing the DRM and conflict interface.

The Policy applies to all Federal Republic of Nigeria Government ministries, departments and agencies and local governments. Also, the Policy applies to the States but the States can develop their State Policies which should be aligned with the national Policy. Government owned corporations and non government organizations, partners and stakeholders are encouraged to support the objectives and strategies of the policy framework.

The National Disaster Management Policy is elaborated for a ten-year period and will be reviewed every five years.

1.

CONTEXT

1.1 National context

1.1.1 Disaster risk context

Disaster profile:

Nigeria experiences disasters, mainly flood, drought and epidemics. However, these disasters display different characteristics. As in the case of all Africa¹, epidemics occur most frequently (accounting for 49% of all disaster during 1981-2010) but accounted for only 2.2% people affected. However, it killed the most people, accounting for 95% of all disaster fatalities in the period. Flood disaster constitutes the second most frequent but cause the most damage per event while drought is the least frequent but affects the highest number of people². The country experienced its worst natural disaster in more than 60 years as a result of the nation-wide 2012 flood which demonstrated how devastating flood events can be: it caused \$14.9 billion damages and losses, reduced real GDP growth by 1.4% and resulted in loss of about 90 million working days³. Geological disasters are experienced more rarely in the country.

Hazards:

Hazards of various types induce the disasters that affect the country. They are mainly hydro-meteorological, largely weather-induced, environmental, epidemic, technological hazards. Droughts are most common in Sudano-Sahelian areas. Flooding along the Niger River and its tributaries affects large parts of the population living along the river and is also becoming frequent in major urban centres. Epidemics and disease outbreaks include cholera, malaria and meningitis. Environmental hazards mainly comprise desertification and land degradation. About 20% of Nigeria's land mass is rapidly becoming desert⁴. Gully erosion is particularly severe in the south-east States and the north-east and west States, with Anambra and Enugu States being the most affected. Wind erosion could be quite severe in north-west and north-east States where farmlands become inundated by drifting sands. Coastal and marine erosion and subsidence occur particularly in the coastal areas such as Rivers, Bayelsa, Akwa Ibom and Cross River State.

Nigeria is not located within the major seismic zones of the world but it has experienced several minor earthquakes and other seismic activity in parts of the country over the years.

¹Disaster Risk Reduction in Africa - Status Report on Implementation of Africa Regional Strategy and Hyogo Framework for Action, 2014. United Nations International Strategy for Disaster Reduction UNISDR, Regional Office for Africa. www.unisdr.org/africa

²EM-DAT: The OFDA/CRED International Disaster Database- Université Catholique de Louvain - Brussels – Belgium www.em-dat.net

³Nigeria Post-Disaster Needs Assessment (PDNA) – A Report by the Federal Government of Nigeria, May 2013

⁴Emodi E.E., Journal of Environmental Management and Safety Vol. 4, No. 1, (2013) 45 – 54

Exposure and vulnerability:

In general, low levels of education, high unemployment, rapid urbanization, rural deprivation, gender and other types of discrimination, poverty and food insecurity expose people to all hazards and increase their vulnerability to disasters. Nigeria, classified as a low human-development country, ranked 152 on the 2016 Human Development Index (HDI) Rank, out of 188 ranked countries worldwide⁵.

As at 2013, almost half (48.1%) of the population had no education⁶. Primary school enrolment has increased in recent years but 10.5 million children are still out-of-school - the world's highest number⁷. About 63% of the population lived below both the national and international poverty lines in 2016⁸. The proportion of the population living in households with access to improved water sources was 69.6% as at 2015, with 62.5% having access to improved sanitation facilities⁹. Strong economic growth over the last decade has not translated into robust progress in poverty reduction due to rapid population growth combined with increasing inequality¹⁰. Low employment and income hamper risk prevention and mitigation: the overall unemployment rate in Nigeria was 18.8% as at the 3rd Quarter of 2017¹¹. Nigeria is rapidly urbanizing: the proportion of the total population living in urban centers as at 2017 was 49.4 %, up from 40.2 % in 2007¹² and is projected by the 2006 National Population Census to rise to 60% by 2025¹³. Nonetheless, the major sources of livelihoods are in land-based and climate-sensitive sectors that are vulnerable to climate related challenges, including the dwindling of vegetative cover as forest area fell from 172,300 sq. km to 69,900 sq. km in 2017¹⁴. Regarding flood disasters in particular, vulnerability factors include: development of settlements close to rivers, occupation of flood plains and swampy areas in the catchment areas of river systems resulting in water-basin degradation, undeveloped river and structures drainage systems, inadequacy of protective covers along river-ways, and refuse dumping in water ways and drainages.

Conflicts:

Natural hazards are not the only threats that expose the lives and livelihoods of Nigerians to hazards. The country also faces security challenges from several causes, including from overhang from the long period of military rule, micro nationalism and ethnic, religious and communal conflicts, including farmer/herder conflicts.

Chronic underinvestment, coupled with the effects of climate change leading to frequent drought and crop failure, particularly in the north, tend to reduce population access to public services and sources of income, providing fertile ground for extremist narratives¹⁵. Kidnappings, armed robbery, oil theft and communal conflicts over oil spills are common,

⁵UNDP Human Development Report 2016

⁶Harmonized Nigeria Living Standards Survey 2009/10: Core Welfare Indicators, National Bureau of Statistics.

⁷<https://www.unicef.org/nigeria/education.html>

⁸Nigeria, SDGs Indicators Baseline Report, The Office of the Senior Special Assistant to the President on SDGs, National Bureau of Statistics, UNDP, 2017

⁹Nigeria, SDGs Indicators Baseline Report, The Office of the Senior Special Assistant to the President on SDGs, National Bureau of Statistics, UNDP, 2017

¹⁰Country Partnership Strategy for the Federal Republic of Nigeria 2014-2017, World Bank, March 2014, Report No. 82501-NG

¹¹<http://www.nigerianstat.gov.ng/>

¹²<https://www.statista.com/statistics/455904/urbanization-in-nigeria/>

¹³Habitat Country Programme Document Nigeria 2017 - 2021 (Aligned with UNDAF Cycle), Final Draft. 2016

¹⁴http://databank.worldbank.org/data/views/reports/reportwidget.aspx?Report_Name=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=NGA

¹⁵https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/630397/NE_Nigeria_Conflict_and_Stability_Africa_2017.pdf

especially in the South-South, reintegration of militants under an Amnesty Law in the Niger Delta is generating conflict, and, incidences of communal violent conflict over access to economic and natural resources and political power abound throughout the country, particularly in Plateau State¹⁶. In recent years, protracted terrorist activities of violent extremism and fundamentalism by a violent insurgent group, popularly known as Boko Haram, in the north-east since 2009 led to the Presidential declaration of a State of Emergency (SOE) in 3 States on 13 May 2013.

Other human-induced disasters:

The country also experiences many human-induced disasters due to technological hazards, including transport accidents, cases of collapsed buildings in some major cities (Abuja, Lagos and Port Harcourt), plane crashes, ordinance explosions and building fires. Other technological disasters include pipeline explosions and vandalization in the Niger Delta and road traffic accidents.

These threats from disasters and conflict constraint development: they cause loss of lives and development assets, induce humanitarian crises, particularly extremely fragile food and nutrition security, and engender negative environmental impacts. Thus, these sources of conflict have taken a heavy toll on the collective capacity of those affected to reduce risks from disasters^{17,18} and risk Nigeria's long term stability and prosperity¹⁹. Addressing them requires effective management of development, climate, humanitarian and conflict risks from disasters. The country has, therefore, evolved a series of institutional, legislative, strategy and planning measures to manage disasters.

1.1.2 Evolution of disaster management in Nigeria

Organized disaster management in Nigeria can be dated to the establishment of the Fire Brigade in 1906 with functions that went beyond fire fighting to the saving of lives and property and provision of humanitarian services during emergencies. This systematic approach was replaced with ad-hoc arrangements in the 1960s and '70s when disaster response was considered as a mere security issue.

A devastating drought in 1972/1973 had negative socio-economic consequences and cost the nation the loss of many lives and property which contributed to the establishment of the National Emergency Relief Agency (NERA) in 1976 with the mandate of collecting and distributing relief materials to disaster victims. This evolved and led to the establishment of the National Emergency Management Agency (NEMA) in March 1999 by Act 12 of 1999, as amended by Act 50 of 1999, as the primary entity in the national institutional structure with legal mandate, professional staff, programmes and funding to support, facilitate and coordinate disaster risk management (DRM) policies, programmes and mechanisms nationwide, including central planning, response organization at the Federal level and monitoring national stakeholder participation in DRM processes.

¹⁶Country Partnership Strategy for the Federal Republic of Nigeria 2014-2017, World Bank, March 2014, Report No. 82501-NG

¹⁷ Northern Nigeria: Background to Conflict, Africa Report N°168 – 20 December 2010, International Crisis Group. <http://www.crisisgroup.org/~media/Files/africa/west-africa/nigeria/168%20Northern%20Nigeria%20-%20Background%20to%20Conflict.ashx>

¹⁸Nigeria United Nations Development Assistance Framework (UNDAF) III; 2014 – 2017. Final Document 17/06/2013, United Nations System in Nigeria

¹⁹https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/630397/NE_Nigeria_Conflict_and_Stability_Africa_2017.pdf

1.2 Gaps and emerging issues to be addressed

In fulfilling its mandate, NEMA has developed several plans and guidelines. These are listed in Annex 1. Despite progress in developing these frameworks and mechanisms, disaster risk management mechanisms in Nigeria do not yet possess the requisite capacity to adequately help anticipate, assess, forecast, prevent, mitigate, prepare and response to disasters due to several gaps and challenges.

The significant magnitude of recent disasters in Nigeria, affecting large numbers of people resulting in major losses, particularly in highly urbanized settings, indicate that exposure of people and assets has likely increased faster than vulnerability has decreased. This is partly because some risk factors receive inadequate attention, thereby constituting underlying risk drivers. These include: unequal economic development, poorly managed urban development and ecosystems, poverty and inequality, weak governance, insufficient local capacities, inadequate and inappropriate policies and resources, land degradation and desertification, conflicts, and climate change and variability.

Key institutional, legal, strategy and information challenges to DRM in Nigeria include:

- 1) gaps in the landscape of institutional, legal and planning frameworks and instruments
- 2) inadequate institutional capacity of NEMA, State Emergency Management Agency (SEMAs) and Local Emergency Management Authority (LEMAs) to undertake all of their statutory functions and responsibilities
- 3) weak hazard and disaster risk information and communication, including warning
- 4) weak regulatory environment that leads to non-compliance, inadequate enforcement and low accountability
- 5) non-integration of gender in DRM
- 6) weak integration of disaster response, recovery and development
- 7) lack of integration of disaster risk and conflict management
- 8) undeveloped pre-disaster mitigation, such as risk pooling and sharing
- 9) inadequate financing of and investment in DRM
- 10) inadequate integration of social risk management, including safety-nets, in DRM

2.

PURPOSE AND SCOPE OF THE POLICY DOCUMENT

Introduction

Overall, the uncertainty in climate change impacts and the need to better support at-risk populations to: (a) address current hazards, increased variability and emerging trends, (b) to manage risk and uncertainty and (c) to build their capacity to adapt requires strengthening the policy framework for integrated disaster and climate risk reduction for resilience in Nigeria. This National Disaster Risk Management Policy document outlines Government's policy direction regarding the current challenges to reducing the risks from hazards facing the country.

The aim of publishing the policy document is:

- To inform Governmental and non-Governmental agencies and the public of the Government's objectives in disaster risk reduction (DRR), what needs to be done to achieve these objectives and how the Government intends to achieve these objectives.

By providing policy directions for DRM, this document aims to contribute to a better understanding of Nigeria's DRM Policy framework to lead to better development and management of DRR measures.

2.1 Purpose

This policy document responds to the various DRR challenges outlined in Section 1 by articulating the renewed commitment of the Government of the Federal Republic of Nigeria to disaster risk reduction. The Policy outlines a streamlined set of guidelines for decision making regarding what needs to be done to achieve desirable outcomes in DRM. The Policy guides the development and implementation of disaster management policy and programmes at State and local government level to achieve the government's priorities, in particular the promotion of safer, and more secure and resilient communities. Therefore, the Policy, and associated legal and regulatory framework, will direct and support the priorities, initiatives, activities and outcomes of the national authority charged with disaster management (the National Emergency Management Agency) and all stakeholders involved in DRM in Nigeria.

The aim of the policy framework in this document is to provide policy directions for supporting measures to strengthen communities, individuals, businesses and institutions to minimise the adverse effects of disasters on Nigeria, thereby enhancing the ability to prevent, prepare, respond to and recover from disasters across all elements in the country. The Government, therefore, expects that implementation of the Policy will:

- 1) provide an enabling environment for comprehensive disaster management (CDM),
- 2) promote proactive risk reduction programmes through application of comprehensive disaster risk management,
- 3) improve the ability of Nigeria to manage emergencies or disasters and their consequences in a coordinated, efficient and effective manner,

- 4) promote, and provide a tool for, integrated and coordinated disaster management across levels of government, agencies, sectors and stakeholders,
- 5) guide key stakeholders and institutions involved in DRM regarding the definition and implementation of specific activities in respect of their mandates,
- 6) ensure that adequate financial and other operational resource arrangements are in place to support DRM in Nigeria,
- 7) provide a platform for dialogue with Nigeria's development partners and private sector on investing in DRM, including outlining the general terms for sourcing external assistance in times of disaster,
- 8) provide a strategic benchmark against which reporting and evaluation of outcomes can be undertaken.

2.2 Scope and application

The Policy applies to the risk of small and large-scale, as well as frequent and infrequent, disasters caused by natural hazards and related environmental and technological hazards and risks. The Policy also addresses issues in climate risk management pertinent to reduction of disaster risks, including their integration, as a means to strengthening resilience to disasters.

The Policy applies to all Federal Republic of Nigeria Government ministries, departments and agencies and local governments. Also, the Policy applies to the States but the States can develop their State Policies which should be aligned with the national Policy. Government owned corporations and non government organizations, partners and stakeholders are encouraged to support the objectives and strategies of the policy framework.

3.

VISION, GOAL AND OBJECTIVES OF THE NATIONAL DRM POLICY

3.1 Vision

The Government of the Federal Republic of Nigeria envisages:

an economically, socially and ecologically resilient Nation, based on a culture of preparedness, prevention, response and community resilience to disasters, in which the negative effects and impacts of hazards will be prevented or reduced to a minimum.

3.2 Mission

To develop a culture of disaster risk reduction in Nigeria in which communities and institutions understand the risks from hazards and are prepared with coordinated capabilities to prevent, protect against, respond to, and recover from hazards that pose the greatest risk in a way that balances risk with resources and need.

3.3 Goal of the Policy

Given that the aim of DRM programming is to build safer and more resilient communities, the goal of the Policy is:

to institutionalize development and application of disaster risk management systems, mechanisms, practices and programmes that effectively and efficiently reduce hazard risk as a means of ensuring resilience to disasters within the context of sustainable development at the Federal, State and Local Government levels of the national territory.

3.4 Objectives of the Policy

The specific objectives for disaster risk reduction in the Policy are to:

- 1) support development of strong governance structures at the national, state and local and community levels aimed at reducing exposure, vulnerability and risk in disaster-prone areas;
- 2) promote the more effective integration of risk reduction into development and humanitarian policy and planning;
- 3) reduce the vulnerability of the poor through building capacity and resilience to disaster risk.

3.5 Approach to DRM espoused in the Policy

Fundamentally, the policy advocates a comprehensive risk reduction approach to disaster management that focuses on reducing risks - the risk of loss of life, economic loss and damage to property, infrastructure and the natural environment - and especially to those sections of the population that are most vulnerable to development factors and exposed to hazards. This is because investing in addressing underlying risk factors and strengthening risk-informed development investments is more cost-effective than relying primarily on post-disaster response and recovery. This approach also contributes to building resilience to disasters.

The holistic, comprehensive and integrated DRM approach enunciated in the Policy has the following features:

- addresses risks from all hazards
- covers the whole disaster management cycle
- covers all communities in the total geographical space of the Federal Republic of Nigeria
- involves all agencies, institutions and stakeholders in the public, private and civil society space understanding their roles and collaborating towards the same goal
- integrates DRR in development policies, processes and instruments
- integrates DRM in the entire programming cycle of development and risk reduction interventions (analysis, planning, etc)
- considers risk as a humanitarian and development issue
- incorporates DRR in humanitarian, recovery, development and climate change adaptation actions
- protects human life, status and assets and creates a less risky environment or increased protection for communities and their livelihoods

3.6 Expected outcome

Following the expected outcome of the Sendai Framework for Disaster Risk Reduction 2015-2030, the Policy framework aims to achieve the substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and people in Nigeria.

4.

KEY PRINCIPLES AND POLICY PRIORITIES

4.1 Key Principles

The development and implementation of the DRM Policy is guided by the following key principles:

- 1) upholding the primary responsibility of the Government at Federal, State and Local levels to holistically manage disaster risk, including through cooperation and partnerships;
- 2) promotion of a systematic, sustained and comprehensive approach to DRR;
- 3) taking into account the needs and leveraging the potentials, of all groups of society, especially the poor and vulnerable, focusing on the protection of those most at risk, and the critical resources and systems on which communities depend, through reduction of exposure, vulnerability and hazard risk;
- 4) encouragement of both citizens and government structures to adopt a culture of prevention and to protect themselves and resources to the best of their ability at all times;
- 5) ensuring local ownership of DRM programmes to catalyze risk-reducing development;
- 6) ensuring that available capacities, assets and resources are used as efficiently and effectively as possible in reducing disaster risks;
- 7) protecting Nigeria from the impacts of disasters as a shared responsibility that cannot be borne by the emergency management sector alone and which requires a cooperative national effort;
- 8) allowing for flexibility and adaptability in policy compliance and implementation, to take into account the different and changing local circumstances of people, communities and their systems and resource conditions;
- 9) ensuring continuous evolution and improvement of the policy framework for DRR and disaster resilience.

4.2 Underserved areas of DRM covered by the Policy

In addressing these priorities, the Policy covers a number of areas in risk management that have hitherto not been an explicit or adequate part of the practice of disaster management in Nigeria. These include:

- 1) strengthening the DRM institutional structure: (a) role of Ministers in DRM governance, (b) technical advisory support for the lead DRM institution, (c) relationship between the national and state DRM lead agencies
- 2) adopting resilience as the organizing principle for DRM
- 3) pre-disaster mitigation (including risk pooling, sharing and transfer approaches)
- 4) re-positioning humanitarianism for development
- 5) institutionalization of post-disaster assessment
- 6) seizing post-disaster opportunities, including recovery, for risk reduction
- 7) gender integration in DRM
- 8) government business continuity during and after disasters
- 9) integrating social risk management, including safety-nets, in DRM
- 10) management of internally-displaced persons (IDPs)
- 11) financing and investment for preparedness and recovery

- 12) managing DRM-climate risk management linkages
- 13) DRM and conflict management

4.3 Policy Priorities

The Policy priorities are to:

- Expand awareness and understanding of disaster risk
- Strengthen multi-stakeholder governance systems for DRM
- Enhance preparedness capacity to reduce exposure, vulnerability and impacts of hazard events or conditions
- Increase social, economic and environmental investments to strengthen resilience to disasters through hazard / risk reduction

5.

POLICY PRIORITY 1

Expand awareness and understanding of risk by enhancing disaster risk knowledge, information and communication

Introduction

The first step in effectively responding to hazards to prevent, mitigate and recover from disasters is to know and understand the risk. Disasters can be substantially reduced if people are better informed, guided and motivated to develop a culture of disaster prevention and resilience through improved availability, reliability, accessibility and use of knowledge, information and communication, including warning, on disaster risks and their management. Therefore, this priority involves policy directives and actions under the following themes:

1. Risk anticipation, identification and assessment
2. Risk information compilation, dissemination and use
3. Early warning
4. Risk communication for public education, awareness and advocacy

5.1 Risk anticipation, identification and assessment

5.1.1 Policy statement

Ensure that decision-making on development policies, programming and investments at national, state, and local government and community levels, and the support provided by DRM institutions, are informed by risk assessments.

5.1.2 Strategies and programmes

To generate full understanding and recognition of communities' risk profiles and differential capacities in planning and implementing disaster risk management, relevant disaster management (DM) stakeholders need to undertake vulnerability, capacity and risk assessment. To promote risk-informed development policies, programming and investments, a national programme for risk identification, monitoring and assessment (RIMA) will be implemented to make risk assessment a routine part of disaster management and popularize its practice, improve the consistency and rigour of emergency risk assessments, increase the quality and comparability of information on risk and improve the national evidence-base on emergency risks. This initiative, building on current efforts in RIMA, particularly by the GIS Unit of NEMA, will include: (a) a national directory of risk assessments, (b) a national programme for undertaking RIMA at Federal level and for selected States and (a) a guide and operational manual to inform RIMA at national and State levels.

5.1.3 Expected outcomes

The initiatives under this Policy Theme are expected to strengthen identification and monitoring of disaster risks and improve decision making when allocating scarce resources for risk treatment including mitigation, emergency preparedness, recovery, and reconstruction measures. The Policy will help prevent or minimize creation of disaster risk by adopting risk-informed development measures that address increase in exposure and vulnerability.

5.2 Risk information compilation, dissemination and use

5.2.1 Policy statement

Ensure that Nigeria has the capacity to generate, enhance access to and promote use of timely and reliable disaster and risk management information for better hazard vulnerability reduction.

5.2.2 Strategies and programmes

The impact of disasters can be reduced by empowering people, communities and institutions with better information and the tools to support their decision-making in preparing for, responding to and recovering from disasters. This requires developing, strengthening and harmonizing disaster information systems and networks and promoting free and open availability of and access to disasters and risk information, and their dissemination, at all levels and to all stakeholders, taking into account the needs of different categories of uses. Therefore, a national programme will be developed and implemented at all levels of government to establish a National DRM Information and Communication System (NDICS), incorporating a National Disaster Observatory (NDO) that includes, among others, building a system for dissemination of DRM information, including a National Disaster Risk Management Information System portal on NEMA and other websites, and equipping the NDICS and NDO with requisite human resource needs. The Policy will emphasize using digital technology to improve data collection, archiving, recovery, analysis and dissemination but the national programme will take into account relevant, local, traditional and indigenous knowledge and wisdom systems, culture and practices in generation and dissemination of disaster risk information.

5.2.3 Expected outcomes

This Policy objective will enhance compilation, dissemination and use of disaster risk reduction information, rationalize and harmonize the current fragmented system and process of data collection and ensure comprehensive coverage and standardized collection of relevant disaster and risk management statistics. It will also strengthen NEMA's capacity as the national DRM knowledge repository and enhance disaster loss, damage and recovery needs assessment practice and capacity. Ultimately, DRM programmes and projects will be based on regularly updated disaster and risk management information which will lead to enhanced decision-making on DRM through increased accessibility to DRM information.

5.3 Early warning

5.3.1 Policy statement

Strengthen disaster warning capacities, increase the availability and timely dissemination of warning messages and enhance their proactive use in addressing risks from hazards and threats.

5.3.2 Strategies and programmes

The risk information (data collection, risk assessment and dissemination) systems covered in Section 5.1 and Section 5.2 are relevant to, and constitute elements in, comprehensive early warning systems. Building on these, Policy actions to further strengthen and improve early warning under this Theme will promote and support establishment of the institutional framework and mechanisms for early system development and strengthening capacities for hazard detection, prediction and forecasting at national, state, local government and community levels. These will include: (a) coordinating sharing of hazard detection information from competent technical bodies to a centralized prediction node (e.g. NIMET), (b) transforming the current National Working Committee on Flood Early Warning (NWCFEW) into a National Early Warning Coordinating Committee (NEWCC) to coordinate early warning systems (EWS) countrywide, with coordinated roles and responsibilities of members of the NEWCC and stakeholders in EWS through the NEWCC, and, (c) expanding community involvement in EWS at the local-level based on the experience of the Community-Based Flood Early Warning System. The Policy will also establish operational linkages between early warning and preparedness, response, contingency and recovery planning through appropriate institutional mechanisms.

5.3.3 Expected outcomes

Improved risk knowledge and strengthened technical monitoring will feed into people-centered warning systems that will result in increased provision and accuracy of warnings leading to improvement in prediction of disasters. By focusing warning on providing practical advice for risk reduction, specific early warning products will target particular end-users, such as agriculture. Enhancing community involvement will ensure integration of traditional and modern practices in early warning system development. Warnings will be better integrated into disaster response through improved translation of early warning into response planning and activities. This should engender increased national commitment to continuously support the development and maintenance of early warning systems, including investing in improving the state of stations for hazard monitoring and forecasting.

5.4 Risk communication for public education, awareness and advocacy

5.4.1 Policy statement

Empower all levels of society to build a culture of resilience to disasters through awareness, education, training and advocacy.

5.4.2 Strategies and programmes

Developing and strengthening capacities to transform risk information and knowledge into sound disaster reduction judgment and action at all levels requires that people are aware of, and educated on, disaster risk reduction. A national programme will be implemented to: (a) develop country-wide actions to promote public education and awareness, (b) incorporate disaster risk reduction and recovery in school curricula and education materials at all levels of education, (c) develop education, good practice and training materials on DRR for public access through the National DRM Information and Communication System, and (d) advocate for increased public and private support for development of DRM.

5.4.3 Expected outcomes

The programme will enhance community awareness and knowledge of disaster management and risk reduction, individual and group responsibilities in reducing risk and how they can help prevent disasters. It will also improve knowledge on why and how they must react during a disaster and what they can do to support themselves and disaster workers, when necessary.

6.

POLICY PRIORITY 2

Strengthen multi-stakeholder governance systems for DRM

Introduction

Governance, and its structuring, is of paramount importance and conditions the effective and efficient management of disaster risk. The Policy aims at promoting core governance values and principles in operationalizing the DRM Policy. This way, federal, State and local government recognition of their basic responsibility for ensuring safety of people, communities and resources from hazard risks will be enhanced while an effective institutional, legal and regulatory framework will ensure that stakeholders are organized and authorized to implement appropriate programmes, initiatives and activities. Strengthening governance to manage disaster risk in the Policy will involve addressing the following themes:

1. legal and regulatory framework
2. institutional framework and arrangements for disaster risk management. planning and coordination
3. developing DRM capacity
4. participation and inclusion
5. financing and investment

Regulation includes disaster declaration and management of emergency declaration. However, the institutional mechanisms for management of disasters affecting more than one state are covered in Section 6.2.

6.1 Legal and regulatory framework

6.1.1 Policy statement

Enhance DRM through an effective legal and regulatory framework.

6.1.2 Strategies and programmes

A key priority of this Policy is to ensure complete and adequate legal basis for DRM, particularly by NEMA, SEMAs and LEMAs, necessary to operationalize the Policy and to enforce compliance with their provisions. This requires revision of the existing legal and regulatory environment to: (a) establish a new principal DM legislation and regulations to support comprehensive DRM, (b) link and align subsidiary and associated legal instruments with the principal DM legislation, and (c) develop and strengthen appropriate standards, codes and procedures applicable to all DM stakeholders and operations.

6.1.2.1 Establishment of a comprehensive DRM legislation

The current legal framework for DRM in Nigeria comprises the National Emergency Management Agency (Establishment, Etc.) Act 1999 as the main legislation

governing DM, related sector legislation as well as relevant regulations, standards, codes and licenses. Building on the current NEMA Act 1999 a comprehensive disaster management law will be developed for Nigeria that addresses gaps in the legal provisions governing the management of disasters and incorporates modern approaches to the management and reduction of emergencies, hazards, and disasters. This will align the management of disasters with international best practices to underpin the transition from a response-centric approach to dealing with hazards impacts to a more comprehensive paradigm and approach of DRM.

6.1.2.2 Linking and aligning other legislation with relevance for DRM

Disaster management cannot be covered by a single piece of legislation because it is a multi- and cross sector undertaking. Consequently, the legal framework for disaster management is spread throughout the Nigeria legal code. However, hazard management is often not explicit in legislation of several sector agencies that have roles in DRM and there is no cohesive link between the primary (NEMA Act 1999) and associated legislation. The revised DRM legislation will be informed by, and refer, to these disaster management-related sector legislation, including those for climate change, environmental management, urban management, water resources management and land use planning and management.

6.1.2.3 Strengthening other elements of the legal and regulatory framework

The effectiveness of the legal and regulatory framework will be enhanced by enforcing and regularly reviewing other elements, such as regulations, standards, codes, licenses and inspections. Both voluntary compliance and compulsory enforcement approaches will be promoted appropriately, in line with the statutory responsibilities of responsible institutions, including NEMA.

6.1.3 Expected outcomes

The Policy will lead to the provision and enforcement of the requisite legal support for effective DRR across the national territory of the Republic. The performance, effectiveness, efficiency, sustainability and impact of DRM measures is enhanced partly by enforcing DRM quality assurance through adherence to regulations, codes, standards, licenses and inspections. Also, accountability for risk creation and lapses in risk management will be promoted and ensured.

6.2 Institutional framework and arrangements for disaster risk management

6.2.1 Policy statement

Develop the institutional basis for disaster risk reduction in order to ensure that DRM in Nigeria is supported by robust structures and an adequate and updated planning framework.

6.2.2 Strategies and programmes

The management of disaster is a multi-institutional and inter-institutional endeavour. Therefore, the Policy mandates establishment and strengthening of a variety of institutional structures at Federal, state and local government levels to be responsible for managing, coordinating and facilitating DM actions.

6.2.2.1 Disaster Management at the national level

The National Emergency Management Agency (NEMA), an integral part of the Presidency, is the apex body for disaster management responsible for establishing, and coordinating implementation and enforcement of, policies, strategies, plans and guidelines for DM throughout the national territory. The NEMA Act (1999) provides the legal basis for institutional and financial arrangements for DM at national and state levels.

A. National Emergency Management Agency

The Federal Government will fulfill its role, responsibilities and functions in DM through the NEMA as indicated in Annex 2. Under this Policy, NEMA's functions cover all types of disasters, natural or man-made, including disasters caused by any crisis, epidemic, drought, flood, earthquake, storm, train, roads, aircraft, oil spillage or other accidents and mass deportation or repatriation of Nigerians from any other country. It also covers presidentially declared disasters or emergencies - occasions or situations where the President determines that Federal assistance is required to supplement State or local efforts. Where emergencies require close involvement of sector MDAs and or the security agencies (such as transport accidents, terrorism/counter-insurgency, and Chemical, Biological, Radiological and Nuclear (CBRN) systems) they will be handled by existing mechanisms. Nonetheless, NEMA shall partner concerned stakeholders to support cross-cutting themes related to preventing, mitigating, responding to and recovering from these disasters.

To ensure that the Federal Government discharges these functions and responsibilities, this Policy requests MDAs and State and Local governments to extend necessary cooperation and assistance to NEMA to carry out its mandate under the Policy

B. NEMA Governing Council

The Council chaired by the Vice-President of the Federation is the executive committee of the NEMA that is mandated to manage and oversee the NEMA, including making, altering and revoking regulations, in the discharge of its functions, determining the terms and conditions of NEMA employees in consultation with the Federal Civil Service Commission. The amended legislation will include representation from Ministries of Environment; Land, Housing and Urban Development; and Women Affairs and Social Development, in addition to those indicated under the NEMA Act 1999.

C. Central Government

The Federal Government will take all necessary or expedient measures for the purpose of DM and will coordinate actions of all MDAs in DRM, principally through NEMA. It will ensure that Federal MDAs integrate necessary processes for disaster prevention, mitigation, response and recovery measures, including fund allocation, into their developmental plans, programmes and projects. The Federal Government will extend cooperation and assistance to State Governments when they request it or the Federal Government deems it appropriate. The Federal government will order and take measures for the deployment of the Armed Forces, Police and other security agencies for disaster management, in line with arrangements and processes in the National Response Plan 2002. The Federal Government will also facilitate collaboration

and coordination with the UN Agencies, international organizations and Governments of foreign countries in the field of disaster management, through NEMA, working with the Ministry of Foreign Affairs.

D. Ministries, Departments and Agencies (MDAs)

Disaster management is a multi-disciplinary process. Therefore, all Federal Ministries, Departments and Agencies have a key role in ensuring reduction of disaster risks and achievement of resilience to disasters. The key MDAs with sector responsibility for DM (such as Health, Water Resources, Agriculture, Education, Works, Environment; Land, Housing and Urban Development, Aviation, and Transport) will continue to address disasters specific to their sectors. Federal MDAs will take into consideration the recommendations of State departments and agencies, principally SEMAs.

6.2.2.2 Disaster Management at the state level

A. State Emergency Management Agency (SEMA)

The NEMA Act 1999 legislated establishment of State Emergency Management Committee in each state of the Federation to notify NEMA of disasters, respond to them, including with assistance from NEMA as it deems necessary, and undertake DM activities as NEMA may recommend. Under this Policy, and amendments to be made to the legislation, each state of the Federation will discharge its responsibility of reducing disasters by establishing a State Emergency Management Agency (SEMA) whose functions will be as indicated in Annex 3. States may adjust these functions to suit their peculiar circumstances.

B. SEMA Governing Council

Corresponding to the oversight structure for NEMA, each state will establish a Governing Council, chaired by the Deputy Governor of the State, to manage and superintend SEMA to discharge its duties.

6.2.2.3 Disaster Management at the Local Government Area (LGA) level

A. Local Emergency Management Authority (LEMA)

The NEMA Act (1999) provides the legal context for institutional and financial arrangements for DM at the national and state levels but does not provide for establishment of a local-level institutional structure for DM, apart from setting up of committees. This Policy remedies that by establishing the Local Emergency Management Authority (LEMA) to act as the local planning, coordinating and implementing body for disaster management. LEMA will perform functions indicated in Annex 4 for the purposes of disaster management in the Local Government Area (LGA).

B. Local Emergency Management Committee (LEMC)

As in the case of NEMA and SEMA, each Local Government Area will establish a Governing entity, the Local Emergency Management Committee (LEMC), chaired by the Vice-Chairman of the Local Government Council, to manage and superintend LEMA in the discharge of its duties.

States will be encouraged to establish and strengthen LEMAs and LEMCs.

6.2.2.4 Disaster Management at the community level

Many structures already exist at the community level that play various roles in DM, including ward heads, neighbourhood associations, schools, cultural groups, mutual-assistance associations, community-based organizations (CBOs), faith-based organizations (FBOs), non-governmental organizations (NGOs) and Grassroots Emergency Volunteers. The Policy will promote participatory approaches to enhance sensitization, empowerment and mobilization of these groups to strengthen risk reduction at the community level through their increased participation in disaster management activities by LEMA and other local DM service providers, with support from SEMA and NEMA. The Policy will facilitate and support communities to perform the functions indicated in Annex 5 to strengthen community disaster reduction.

6.2.2.5 Other Institutional Arrangements

A. Technical Advisory Committee (TAC)

NEMA shall establish an independent technical Advisory Committee (TAC), comprised of recognized DRM experts from relevant national, regional and international institutions, leaders of selected professional bodies, and selected subject matter experts in fields relevant for DRM. These will include key disaster management institutions and donor agencies, CSOs and representatives from scientific and academic institutions, as well as the private sector. Serving as an advisory body to NEMA, the Committee's responsibilities include:

- 1) providing technical and strategic advice to NEMA and the Governing Council;
- 2) integrating, coordinating and collating technical inputs from various thematic sub-platforms of the National Platform for DRR;
- 3) supporting the development of DRM programmes by NEMA, SEMAs and LEMAs;
- 4) providing technical support and guidance to the implementation of the National Action Plan (NAP);
- 5) providing technical input for monitoring and evaluation of the implementation and progress of DM programmes by NEMA, SEMAs and LEMAs;
- 6) providing technical input for NEMA to set and direct the national research agenda in disaster management;
- 7) serving as national advocates for comprehensive disaster management (CDM);
- 8) leveraging international and domestic best practice and localized culture in support of DRM.

The National Emergency Management Agency will serve as the Secretariat for the Advisory Committee.

B. Military and security agencies

The military and security agencies (comprising the Nigerian Army, Nigerian Air Force, Nigerian Navy and Nigeria Police), constitute a key part of national emergency response capacity and are often among first responders in support of the Federal response in major disaster situations, given their significant resources (personnel, equipment, and supplies), skills and speed of operational response. These agencies will continue to play major roles in emergency

support functions, including communication, search and rescue operations, health and medical facilities, and transportation, especially in the immediate aftermath of major disasters.

C. Nigeria Security and Civil Defence Corps (NSCDC)

Several of the functions of the NSCDC under the Nigeria Security & Civil Defence Corps Act 2007 support DM in general and specific responsibilities in the National Response Plan (NRP). These include: evacuation of the civilian population, provision and management of shelters for civilians, carrying out rescue operations and assisting in the provision of emergency services and supplies. Consequently, NEMA will strengthen links with the Corps and facilitate their role in providing these essential services for disaster management.

D. Nigeria Fire Service

NEMA will encourage, facilitate, collaborate with and support the Nigeria Fire Service to perform its primary responsibilities of fire fighting and search and rescue and its support responsibility of public works and engineering during disasters.

E. Federal Road Safety Corps (FRSC)

The FRSC plays a direct critical role in the management of road transport risks and supporting roles in other disasters. NEMA will facilitate, collaborate with and support the FRSC to perform its disaster management responsibilities.

F. Disaster Management Volunteers (DMVs)

The national DRM system recognizes grassroots disaster volunteers and community level structures of civil protection organizations.. However, the system of volunteering needs to be strengthened through implementation of an institutionalized programme. The main objective of the Policy's DMV programme will be to establish a mechanism through which volunteers can offer their time, efforts and skills at various phases of comprehensive disaster management, with a focus on response. Under the programme, NEMA, SEMAs and LEMAs will establish a cadre of affiliated, unaffiliated and walk-in Volunteers in disaster management comprising individuals or groups who are willing to contribute their time, skills, experience or resources during disasters and to promote disaster management in general. Any person willing to undergo some basic or specialized training in different areas of disaster management training in DM may apply to be a volunteer in support of the national disaster risk management programme. Volunteers shall perform their duties under the supervision of and guidance of NEMA, SEMA and LEMA.

The revised disaster management Act will legislate the development of a dedicated national policy on disaster volunteers, to complement the National DRM Policy, that will, among others, cover programme description, activation of volunteers, phases of the national volunteer programme, provisions governing the services of volunteers and incentives and safety of volunteers. It will also provide guidelines and procedures for the payment of compensation to a volunteer for any disability, death or injury during the provision of volunteer services and provide for any other matter relevant for the effective delivery of volunteer services.

6.2.3 Expected outcomes

The Policy will enhance performance as a key institutional quality of DRM structures critical for effective response to crises. By strengthening the institutional structure, the Policy will promote disaster risk management as an essential component of governance at local, state and national levels.

6.3 Planning and Coordination

6.3.1 Policy statement

Strengthen planning, coordination, assessment and improvement of DRM governance towards more effective reduction of hazard risks

6.3.2 Strategies and programmes

6.3.2.1 Planning

Tasks in developing the planning landscape for DRM

NEMA, SEMAs and LEMAs will collaborate with other stakeholders to ensure that coherent and relevant disaster risk reduction planning is undertaken at all levels, including the community. The DRM plan portfolio under the Policy covers strategic frameworks and operational/action plans. Several plan documents exist. These are listed in Annex 6. However, not all relevant DRM areas are covered while some are outdated or not consistent with others. To ensure completeness, currency and coherence of the planning frameworks the Policy will focus on the following tasks in developing the planning landscape for DRM:

- 1) converting the National Action Plan for Emergency Preparedness and Response/ Disaster Risk Reduction in Nigeria 2013-2015 and the 2017 Plan for Implementation of the Sendai Framework for DRR into a comprehensive National Disaster Risk Management Plan (NDRMP) which will be reviewed and updated every five years
- 2) development of corresponding State DRM Plans and Local DRM Plans, as well as their accompanying Disaster Management Manuals
- 3) development of Sector DRM Plans by MDAs, working with NEMA and SEMAs, in line with the National Disaster Risk Management Plan and implemented in accordance with the operational guidelines in the Disaster Management Manual
- 4) developing Strategic and Operational Plan for the National Platform for DRR
- 5) reviewing, revising and updating the 2002 National Response Plan to, among others, align it with current developments in DRM landscape and practice as well as DM plans developed after 2002
- 6) reviewing, upgrading and regularly updating the 2012 National Contingency Plan.

To regularize national DRM planning, the Policy will establish a clear process for the development of national planning documents, their validation by stakeholders and official approval by the National Council of States and the NEMA Governing Council. Also, the Policy will facilitate the integration of disaster risk management planning frameworks into development policies and planning at all levels of government, including in national multi-sector planning instruments, such as National Development Plans, and sectors plans.

National Disaster Risk Management Plan (NDRMP)

NEMA, working with relevant stakeholder, will ensure that the National Disaster Risk Management Plan (mentioned in 6.3.2.1 above) among others, defines appropriate vision and approaches to disaster risk reduction, presents an outline of the national strategic framework for disaster risk management that addresses the requirements for disaster management including preparedness, prevention, mitigation, response and recovery measures, and identifies measures to be taken to implement the National Disaster Risk Management Policy. It will also identify measures for effective coordination, monitoring and evaluation of disaster risk management, and mainstreaming of DRM into development policies and plans. It will be supported by a Disaster Management Manual containing detailed stakeholder roles and responsibilities and procedures for disaster management which will function as operational guidelines and the principal set of regulations for the implementation of disaster risk management throughout Nigeria. SEMAs and LEMAs will facilitate the development, review and updating of Disaster Risk Management Plans (DMP) in their areas of jurisdiction in collaboration with relevant stakeholders.

6.3.2.2 Coordination

(A) Types of coordination

The Policy will promote two complementary types of coordination with inter-linked dimensions: **vertical and horizontal coordination**.

Vertical coordination will involve coordinating arrangements between the three levels of government. The Federal-State coordinating relationship will involve NEMA, through its Territorial, Zonal and Operational Offices coordinating the activities and operations of SEMA, LEMA and community entities. Correspondingly, SEMAs will coordinate activities of LEMAs and report to NEMA while LEMAs will coordinate operations of local community structures and report to SEMAs. The main institutional arrangement for NEMA-SEMA relations will be the NEMA-SEMA Compact.

SEMAs Forum and NEMA-SEMAs Compact

To strengthen implementation, capacity development support and coordination relations between institutions mandated for DRM at the Federal, State and Local Government levels, the Policy will work with SEMAs to agree for a capacity development compact with NEMA that will enable NEMA deliver capacity strengthening extension services to willing SEMAs. Under the Compact, NEMA will collaborate with SEMAs to promote and facilitate establishment of State Platforms for DRR. In turn, SEMAs, with NEMA backstopping, will support LEMAs to put in place Local Platform for DRR in Local Government Areas.

Horizontal coordination covers the coordination relationships between statutory DM institutions and other disaster management stakeholders at the different levels of government. At the national level, NEMA will coordinate programmes and activities of DM stakeholders mainly through the institutional arrangement of the National Platform for DRR and the modality of operational coordination utilizing appropriate implementation strategies and activities for effective coordination. Similarly, at the state level, SEMAs will coordinate DRM programmes of DM stakeholders within their jurisdiction through their existing coordinating structure and State Platforms for DRR when they are established. A corresponding arrangement will be utilized by LEMAs at the local government level.

National Platform for Disaster Risk Reduction

A National Platform for DRR, a nationally owned and led forum of multi-stakeholders, will aim to contribute to the establishment and the development of a comprehensive national DRR system. The National Platform will be the key coordination mechanism for mainstreaming DRR into development policies, planning and programmes and also serve as an advocate of DRR at different levels and provide coordination, analysis and advice on areas of priority requiring concerted action through a coordinated and participatory process. NEMA has convened the Platform and taken measures to re-invigorate its membership and operation, including institution of thematic sub-platforms to cover key DRM themes. Furthermore, NEMA will encourage and facilitate establishment of DRR platforms within States by SEMAs.

(B) Other Coordination structures

Inter-ministerial coordination of DRM (National Council for DRM)

The Policy establishes a National Council of DRM, chaired by the Secretary to the Government of the Federation (SGF) with membership of ministers from select ministries, commissioners in charge of DM from states and representatives from relevant committees from the national and state legislative houses. The functions of the Council will include: providing inter-ministerial coordination and harmonization, serving as a link to the National Executive Council (NEC), and serving as a forum for coordinating and ensuring appropriate linkages between DRM at national and state levels. Working with the NEMA Governing Council, the Council will advise NEC on policy and coordination issues relating to disaster management at all levels and deal with any other matter that may be prescribed by the Vice-President. The Director-General of NEMA will be a member/Secretary of the Council.

(C) Coordination during DRM operations: response, recovery

Disaster response coordination

The organizational system for disaster response comprises: (a) Coordinating agencies: NEMA, SEMAs, (b) Response Support Service Areas (SSAs) with responsibilities for primary and support agencies, (c) Emergency Coordination Centres and Incidence Command System (ICS) modality, and (d) Emergency Response Team system. Under this system, the National Emergency Management Agency (NEMA) serves as the primary coordinating agency for disaster response and recovery activities, per the Establishment Act of 1999.

Recovery coordination

Due to the cross-cutting nature of recovery, the range of actors during the recovery phase often goes beyond the usual bodies that respond to disasters. Following international best practice and as provided in the National Disaster Recovery Strategy and Framework (NDRSF), this Policy will build on the emergency relief structures detailed in the National Disaster Response Plan (NDRP) and the provisions covering Disaster Recovery thematic areas in the National Disaster Management Framework (NDMF) to establish a recovery institutional framework that encompasses broader recovery responsibilities, functions and tasks.

6.3.2.3 Monitoring, Evaluation, Learning and Improvement (MELI)

The Policy will promote the concept and practice of the continuous planning cycle whereby DRM actions based on completed plans are reviewed and revised as necessary. Thus, the Policy, plans, operations and coordination need to be continuously evaluated and improved through a regular cycle of training, exercising, evaluating, reviewing, and implementing necessary corrections. NEMA will develop an M&E framework for the implementation of the Policy and also document lessons of past disaster to be developed into best practices for dissemination.

6.3.3 Expected outcomes

Adoption and implementation of specific national and local DRM plans, with clear targets, responsibilities, indicators and timeframes, will enhance prevention of risk creation, reduction of existing risk, and strengthening of resilience. Effective coordination of various plans and mechanisms at Federal, State and Local Government levels will facilitate development of strong institutional mechanisms to operationalize the plans, minimize weak linkages and inconsistency between various frameworks and improve efficiency of use of DM resources. Also, effective monitoring of DRM plans and programmes will enhance evidence-based planning which will, in turn, contribute to increased public participation in, and political commitment to, DRR.

6.4 Developing DRM capacity

6.4.1 Policy statement

Adopt capacity development approaches that strengthen the institutional technical and coordination capacities, systems, and processes within NEMA, SEMAs, LEMAs, and relevant MDAs and DM stakeholders to enhance their service delivery in support of reducing and recovering from disasters.

6.4.2 Strategies and programmes

6.4.2.1 Overall approach

The overall approach will be to support needs-based capacity development of DRM stakeholders in various areas, such as institutional framework and management systems development, education and training for DRM practitioners and stakeholder groups, research, testing DRM plans and activities through exercises such as simulations, standards setting, licensing and certification, development of public awareness, allocation of resources for efficient DRM, and international cooperation. Several of these elements have already been covered in other sections of the Policy. This section will focus on complementary aspects such as: institutional capacity development; professional, formal and technical training for DRM practitioners; community-based training.

6.4.2.2 Institutional capacity development

To enhance the capacity of public officials and policy-makers in DRM, an institutional capacity development programme for NEMA and relevant MDAs will be designed, based on an assessment of its institutional capacity for DRM, to be supported by government and other stakeholders. NEMA will also work with SEMAs to develop similar programmes at state levels, under the aegis of the NEMA-SEMA Compact.

6.4.2.3 Professional technical education and training

To ensure development of a cadre of professional practitioners of DM, the Policy will support embedding DRR in training programmes for public servants and staff of relevant NGOs and other groups at Federal, State and LGA community levels. It will also advocate for the inclusion of DRM in related fields such as urban planning, health and environmental management and encourage the development of DM as a distinct academic discipline in tertiary education institutions. To further enhance professional technical education in DM and promote national knowledge-based institutions, tertiary education institutions that cover DRR will be supported to strengthen their capability to deliver those services. In particular, the six focal university centres set up to award post-graduate professional certificates in Disaster Risk Management and Development Studies shall be strengthened and sustained to enhance their mandate for capacity building for DRM. The Policy will ensure quality education and training through: (a) support for establishment of and compliance with minimum standards for training institutions, methods and materials, and (b) quality control and certification of training service providers in DRM.

Promoting community-based training initiatives, utilizing the role of volunteers and other community entities, as appropriate, to enhance local capacities to mitigate and cope with disasters is a key part of capacity development. The Policy will prioritize community-based DM training, including public awareness and sensitization and developing community leadership.

6.4.3 Expected outcomes

The Policy measures will result in improvement of skill of staff of NEMA, SEMAs, LEMAs and MDAs in disaster management as well as of mitigation, response and recovery procedures. The number of skilled DRM practitioners for the country will increase and the coordination capabilities of NEMA and relevant institutions will be enhanced. Also, the capacity development programme will promote inclusive and participatory DRM. This will catalyze enrichment of training in communities through their own experiences, traditional knowledge and practices and values.

6.5 Participation and inclusion

6.5.1 Policy statement

To develop a national DRM system that considers the priorities and concerns of all stakeholders and ensures their ownership of, and active participation in, DRM at all levels in accordance with their capacities.

6.5.2 Strategies and programmes

6.5.2.1 Overall approach

Participatory and inclusive disaster management and risk reduction requires ensuring consultation with and involvement of all parties responsible for implementing DRM programmes through adoption of a proactive stance of developing capacities of disadvantaged groups, promoting coverage of vulnerable and high risk groups and ensuring effective role-playing of key country systems (such as procurement mechanisms and public financial management systems) that are involved in crisis management.

6.5.2.2 Gender

Gender, especially inclusion of women, is an under-served area of DRM in Nigeria. The Policy regards DRR as a means of lessening gender disparities and enhancing gender equality, particularly inclusive participation and empowerment of women, in DRM. Therefore, a national programme will be developed to mainstream gender in disaster risk reduction policy, legal, planning, institutional and operational frameworks. Programme activities will cover four priority areas with the aim to: (a) strengthen capacity for gender-sensitive risk assessment, (b) promote gender-inclusive disaster risk governance, (c) reduce gender-based risk and vulnerability, and, (d) institutionalize gender-based emergency response and recovery.

Specific activities will include:

- a. introduction of education programmes on gender rights
- b. development of gender-inclusive DRM databases and risk indicators as part of the national DRM information system
- c. integration of gender considerations in national DM planning and legal frameworks,
- d. incorporation of a gender profile component into Emergency Relief Assessment (ERA) frameworks
- e. development of a programme for integrating gender in DRM operations by NEMA and SEMAs

6.5.2.3 Civil society stakeholders participation

Civil society (comprising a wide range of actors such as community-based organizations, NGOs, private sector organizations, media and scholars and intellectuals) is an effective and legitimate partner in disaster management governance, particularly in making and implementing policy for disaster management. The Policy will uphold the broad role of civil society in DRM: facilitating interaction between the public sector and society at large. NEMA, SEMAs and LEMAs, as well as MDAs, will coordinate, and where possible facilitate, participation of civil society stakeholders to enable them play these roles effectively.

6.5.2.4 Private sector involvement

To catalyze the involvement of the private sector in DRM, the Policy will support sensitization and advocacy for the private sector to consider the importance of effects of hazards, exposure, vulnerability and risk on their businesses and vice-versa. They will also be encouraged and provided incentives to create value in innovative economic, social and environmental investments that reduce risks in the community through corporate social responsibility actions. The Policy will support studies and analyses that make the case for private investment in DRR in order to promote Public-Private Partnership (PPP) between the Government and private sector in disaster risk management. Towards this end, public sector DM authorities in NEMA and SEMAs will also be trained in how to engage with private sector entities.

6.5.2.5 Media Partnership

Good communications are at the heart of effective DRM. Effective partnership will be established with the media for communication of risk information, early

warning, education, public awareness and sensitization, community awareness, and reporting on disasters. To this end, a national strategy and code on media engagement for disaster management will be elaborated under this Policy.

6.5.3 Expected outcomes

The leadership and empowerment of local community groups in managing disasters will be strengthened. The capacity of the national DRM institutions (NEMA, SEMAs and MDAs) to mainstream gender in their programmes will be enhanced. Also, the developmental, equity, and efficiency gains from disaster reduction actions will be maximized through balancing the interest of men and women as female vulnerabilities, needs, abilities, capacities and concerns are better integrated in DRM programmes. Through enhanced media engagement, accurate, clear and timely information and advice will be delivered to the public so they feel well informed, confident and safe. Policy measures will also lead to strengthening and enhancing performance and accountability of state institutions for DRM. Overall, the effectiveness and impact of DRM institutions and practices will increase.

6.6 Financing and investment

6.6.1 Policy statement

Increase the availability, accessibility and governance of financial resources for disaster management.

6.6.2 Strategies and programmes

For DRM to be successful, DM plans and operations must be linked with required financing for: (a) immediate liquidity for relief and short/medium-term recovery, (b) resource mobilization for prevention and mitigation investments, (c) long-term recovery or reconstruction.

The Policy will adopt a multi-pronged strategic approach to ensuring dedicated, adequate, effective, predictable and sustainable financing and investment for DRM that comprises:

(a) enhancing the availability and expected inflows of statutory financing for the NEMA Fund legislated in the NEMA Act 1999 from the following sources for DRM at federal, state and LGA communities levels: (i) any allocation to the Agency from the Federation Account, (ii) 20% of the Ecological Fund for the management of ecologically related disasters, (iii) grants or loans to the Agency by the Federal Government or a State Government or a local government council (iv) grants or receipts from the organized private sector, international or donor organisations and non-governmental organisations, (v) gifts, loans and grants-in-aid raised for the purposes of the Agency, (vi) receipts from the National Emergency Trust Fund; and (vii) all other assets accruing to the Agency;

(b) re-orienting the focus from heavy reliance on government financing of DM to investment of public, private and civil society resources in disaster risk management by promoting adoption and integration of a wider range of sources, modalities and available options for disaster financing, including: insurance (traditional, micro, and parametric), tax instruments and investment incentives to induce increased private sector financing (such as donations of cash, commodities and other resources) and investment, and international facilities and mechanisms for climate and DRR finance;

(c) balancing financing for relief with investment for mitigation and recovery by facilitating integration of mitigation and recovery actions in humanitarian funding, particularly essential start-up costs for early recovery (such as coordination, needs assessments, strategy development and planning);

(d) enhancing governance of financing and investment resources for DRM through development of a DM financing and investment promotion and governance framework covering availability, allocation, disbursement, utilization and reporting on disaster management financing and investment from all funding sources. The framework will also provide the basis for designing particular configurations and levels of various funding investment sources, mechanisms and opportunities to be incorporated in the National Disaster Risk Management Plan (NDRMP).

6.6.3 Expected outcomes

The Policy interventions will increase availability of, access to, and governance of, financial resources for DRM, thereby enhancing effectiveness, efficiency and sustainability of financing for disaster risk management. Overall, these actions will lead to faster and greater reduction in hazard exposure, vulnerability and disaster risks.

7.

POLICY PRIORITY 3

Enhance preparedness capacity for disaster response, recovery and reconstruction to reduce exposure, vulnerability and impacts of hazard events or conditions

Introduction

The Policy promotes the broad concept of preparedness as an ongoing process of ensuring public safety, sustainable development and DRM through being able and ready to prevent, mitigate, or manage risk from past, current, potential, impending and future disasters. Under the Policy, to be prepared implies readiness at all times to cope with and recover from the effects of disasters. The overall goal is to ensure that Nigeria has the capability to respond to emergencies and to facilitate the recovery of affected individuals, wards, communities, local government areas and states, the social and economic infrastructure, and environmental resources, as well as the Continuity of Government at all levels as quickly as possible in an effective, efficient and sustainable manner.

To achieve this, enhancing preparedness under the Policy will cover the following themes:

1. disaster preparedness framework and capacity
2. disaster response
3. disaster recovery and reconstruction

Effective preparedness entails pre-disaster planning for both pre-disaster risk reduction and post-disaster recovery. Pre-disaster preparedness actions focusing more on the former are covered under Priority 4 of this Policy document. Similarly, post-disaster recovery measures that ensure disaster risk reduction and climate change adaptation for resilience are covered under Policy Priority Area 4.

7.1 Disaster preparedness framework and capacity

7.1.1 Policy statement

Ensure that there exists in Nigeria an enhanced capacity, capability and readiness to anticipate, respond to and recover from the consequences of emergencies caused by natural or man-made hazards in an effective and efficient manner.

7.1.2 Strategies and programmes

7.1.2.1 Framework for Disaster Preparedness Capacity Development

The Policy will promote preparedness as an overarching context for emergency planning that integrates the different processes for managing various stages of the disaster management cycle through: (a) integrating disaster preparedness in development policy, (b) providing needs-based disaster assistance during response, and, (c) leveraging the significant opportunity in the post-disaster recovery and reconstruction phase to reduce existing risk, prevent the creation of new risk, and strengthen resilience. Therefore, the comprehensive preparedness

framework and system espoused under the Policy will cover the following elements: (a) Risk assessment, (b) Planning, (c) Institutional frameworks, (d) Information management, (e) Resource base of goods, services and funding, (f) Warning systems, (g) Response mechanisms, (h) Education and training, and (i) Rehearsals of procedures and plans.

Most elements of this framework have been already covered in previous Sections of this National Disaster Risk Management Policy. These include: risk assessment (Section 5.1), information management (Section 5.2), warning systems (Section 5.3), and education and training (Section 6.4). Policy directions regarding the resource base and response mechanisms will be covered in Section 7.2 below. Therefore, this Section 7.1 will focus on development and strengthening of preparedness capacity through: (a) integrated planning, (b) institutional systems for aligning capabilities and mutually supporting preparedness activities at all levels, and (c) training and simulation exercises.

7.1.2.2 Guidance for Disaster Preparedness Planning

Stipulations for DRM planning and coordination under the Policy are presented in Section 6.3. Under this Policy, a nationwide programme will be pursued to prioritize and facilitate the development of preparedness plans at national, state and local government levels throughout Nigeria following provisions of the NEMA Act of 1999 and its programmed revision. The plans will utilize, and be informed by, the guidance and plan contents proposed in the Framework and Guidance for Disaster Preparedness Planning in Nigeria, as appropriate. They will also apply relevant elements from the following national frameworks and plans: National Response Plan, National Disaster Management Framework, National Contingency Plan, and the National Disaster Recovery Strategy and Framework.

Disaster preparedness planning is a tool to plan for potential or anticipated emergencies. When a specific emergency is faced and is unfolding, NEMA, SEMAs and LEMAs will develop contingency plans to put in place necessary measures identified in their preparedness plans to ensure timely and effective emergency response to address the specific exigency.

7.1.2.3 Institutional arrangements

Section 6.2 of the Policy lays out the institutional framework and arrangements for disaster risk management. As part of this, the Policy will support development of an effective institutional framework for preparedness involving a well coordinated preparedness and response system at all levels with commitment from relevant stakeholder groups whose roles and responsibilities are clearly defined and agreed.

7.1.2.4 Rehearsals, simulation, drills

Section 6.3.3 of the Policy covered the practice, evaluation and improvement of disaster management procedures and plans in general. Regarding preparedness specifically, the Policy will promote regular disaster preparedness exercises, including training, rehearsals, simulation and mock drills, to strengthen the culture of preparedness and quick response.

7.1.3 Expected outcomes

Understanding of what constitutes disaster preparedness will become more common and shared by all stakeholders, thereby enhancing decision-making regarding determination of preparedness goals, objectives and outcomes and facilitating a common approach to planning to achieve aims of disaster preparedness. Preparedness planning will provide the medium for rationalizing protection, response, mitigation and recovery strategies and plans thereby ensuring congruence, convergence and synergy among them. By promoting the integration of disaster preparedness for prevention, relief and recovery in development policies and programmes that reduce disaster risk and build resilience, preparedness planning will be mainstreamed as a routine process within DRM in Nigeria, thereby strengthening the culture of disaster risk reduction.

7.2 Disaster response

7.2.1 Policy Statement

Develop, deploy and sustain capacities and capabilities required to protect and save lives, contain and mitigate the impacts of emergencies and create the conditions for a return to normality in an effective and efficient manner.

7.2.2 Strategies and programmes

7.2.2.1 Approach

Response covers a wide range of actions from warning to recovery. Thus, response is an element of, and overlaps with, preparedness. Since Section 7.1 covered preparedness and Section 7.3 covers recovery, this Section will focus on the core elements of response. These comprise: evacuation or migration, search and rescue, post-disaster assessment, emergency relief, logistics supply, emergency operations management, survivor response and coping, social services (including protection and psycho-social support), security, and communication and information management. Because the ability to respond to and recover from disasters often depends on the state of preparedness, under this Policy, the decisions and actions taken to address the immediate effects of an emergency will be based on preparedness actions provided for in the preceding Section.

7.2.2.2 Mechanisms and capabilities

The national response system is geared towards undertaking timely, coordinated, comprehensive and effective activation of response mechanisms. To this end, response mechanisms will be established or strengthened and made familiar to response agencies and disaster victims. National, state and local authorities will ensure that goods, services, disaster relief funding and other response resources and capabilities required to operationalize the mechanisms through which response assistance is provided will be available, scalable, flexible and adaptable for handling emergencies of all kinds.

Core capabilities to be developed, strengthened and deployed under the response mission component of national, state and local authority preparedness plans will, as appropriate, include: Mass Search and Rescue Operations, Mass Care Services, Infrastructure Systems and Public Works, Operational Communications and Information Management and Situational Assessment.

7.2.2.3 Emergency operations management

Effective response requires sound emergency operations management. The Policy will emphasize strengthening of response management in three key areas: Emergency Operations Centres (EOCs), Incident Command System (ICS) and Standard Operating Procedures (SOPs).

A. Strengthening of the Emergency Operations Centres (EOCs)

Emergency operations management will involve strengthening emergency coordination at the centre of each jurisdictional level and linking them through the communication network of the National Disaster Management Information and Communication System (NDMICS) and operationally through the structures for coordinating disaster management throughout the Federal territory specified in Section 6.3. The Policy will prioritize the establishment of Emergency Operations Centres at the national, state and local authority level and equip them with the requisite technologies and communication facilities as the core platform for emergency operations coordination at each level.

B. Incident Command System (ICS)

The principles of ICS will be applied to strengthen existing command structures in the administrative system of organizations that respond to disasters and adopted or strengthened as the management system for standardizing the organization of various emergency functions in responding to disasters at all levels. Under the ICS, specialist emergency response management teams will be established and strengthened at all levels comprising trained personnel skilled in various aspects of incident management to support response actions.

C. Standard Operating Procedures (SOPs)

NEMA, SEMAs, LEMAs, MDAs and other participants in emergency response will prepare and/or regularly update SOPs for the various response activities (such as search and rescue, medical assistance and casualty management, evacuation, mass care, restoration of essential services) as part of, or in consonance with, the National, State and Local disaster management, preparedness or response Plans.

7.2.2.4 Institutional roles

Institutional roles in disaster response at the national, state and local levels will be in line with the institutional framework and arrangements for disaster risk management covered in section 6.2 of this Policy. To this end, under this Policy, NEMA, in collaboration with other response partners, will review and revise the 2002 National Disaster Response Plan to streamline institutional roles, operational arrangements and other aspects of response planning. The Policy is to utilize existing organizational structures for managing response measures to the extent possible based on the tiered approach.

7.2.2.5 Declaration and management of disasters

Effective response is key to sound management of all types of disasters, irrespective of cause, scope, incidence or effect. The new national disaster law will establish the conditions, authority, criteria, responsibilities and procedures for declaration of emergencies and management of response under declaration at the Federal, State

and Local Government levels based on the basic principle that where a disaster can be managed by the resources and capabilities of affected Local and State Governments, Federal authorities will not declare an emergency.

7.2.2.6 Relief and rehabilitation

A. Objective, approach and principles

The Policy regards relief as a system of facilitating assistance to ensure saving of lives, social safety, security and rehabilitation of people affected by disasters towards sustainable recovery and long-term development. Therefore, under this Policy, the procurement, movement, stockpiling and distribution of relief items will reflect DRR-oriented contingency plans and will be managed in a manner that will not cause or exacerbate dependency or disaster risks or undermine existing coping mechanisms but will help affected communities build resilience to disasters. To achieve this end, NEMA, in collaboration with SEMAs and LEMAs, will provide Guidelines defining minimum standards of relief management in the national territory. The Guidelines will also cover terms for acceptance of relief and importation of international assistance, including financial and technical aid, from international organizations.

B. Establishment of places and buildings to provide essential needs to persons affected by an emergency

These facilities will include temporary relief camps and intermediate shelters and provide services including registration, emergency shelter, catering (food and water), material aid, first aid and primary care, sanitation and hygiene, personal support and information to affected populations, including host communities. These will be provided and/or coordinated by LEMAs, SEMAs and NEMA, as appropriate.

C. Management of Relief Supplies

The Policy will promote and support development of emergency relief capacities, including food reserves, emergency stockpiles and personnel, as well as logistic support, at national, State and local levels. However, since NEMA has primary responsibility for relief management in Nigeria, it will collect all emergency relief supplies from national and international sources, coordinate the activities of all voluntary institutions engaged in relief management operations and be responsible for coordinating and overseeing the distribution of relief commodities, in collaboration with SEMAs and LEMAs.

D. Standards of Relief and their review

Effective and efficient relief management requires ensuring minimum standards of relief. SOPs developed by NEMA will be strengthened and enforced at state and local levels to ensure efficient, timely, speedy, organized, judicious, transparent and accountable procurement, packaging, transportation, storage and distribution of relief items and services. Also, NEMA and SEMAs will regularly review relief codes and manuals to revise and update norms, standards and criteria for the provision of relief in conformity with the provisions of the National Disaster Management Act and guidelines of the NDRP.

E. Temporary Livelihood Options and Socio-Economic Rehabilitation

To ensure that emergency assistance are provided in ways that support recovery and long-term development of affected areas and populations, the

Policy will support planning for and delivery of relief services to help generate temporary livelihood and rehabilitate socio-economic infrastructure, services and institutions to strengthen resilience to disasters.

7.2.2.7 Internally-Displaced Persons (IDPs)

In cases involving population displacements due to any type of disaster, all efforts will be made to minimize displacement and all its effects on populations that will be affected. The aim is to find durable solutions as quickly as possible, while ensuring protection and assistance as necessary in the mean time.

Under the national disaster management law, NEMA is the lead national institution mandated for oversight on management of IDP affairs and will undertake requisite institutional responsibilities, including: (a) collation of data on IDPs, (b) preparation of national policy on IDPs and periodic master plans on management of affairs of IDPs, (c) supervision of implementation of national policy on IDPs, (d) coordination of the provision of proper accommodation in satisfactory conditions of safety and protection with provision of required services, and, (e) coordination and monitoring of timely interventions of relevant agencies responsible for humanitarian affairs. Also, under this Policy, additional assistance will be provided to the host communities of IDPs as well as to mitigate the impact of the disasters. NEMA will consult and coordinate with agencies, such as the National Commission for Refugees, Migrants and IDPs, whose mandates are relevant to management of IDPs, as appropriate, particularly when normalcy is restored.

7.2.3 Expected outcomes

Strengthened human, technical and logistical capacities and institutional arrangements for response will ensure an integrated, synergised and proactive approach in dealing with any disaster. Also, the Policy would help ensure provision of disaster assistance in an equitable, consistent and predictable manner. Response mechanisms would be managed to enhance integration of risk reduction in response processes including by strengthening community familiarity with response services, effectively coordinating various response services, and strengthening governance of response mechanisms. Overall, the Policy will contribute to saving lives, alleviating suffering and supporting sustainable recovery from emergencies by orienting response mechanisms towards helping restore livelihood assets expeditiously.

7.3 Disaster recovery and reconstruction

7.3.1 Policy statement

Ensure that Nigeria has the capability to facilitate the recovery of affected individuals, districts, communities, and the social and economic infrastructure, as well as the continuity of Government as quickly as possible in an effective, efficient and sustainable manner

7.3.2 Strategies and programmes

7.3.2.1 Approach

The Policy recognizes recovery as the process of rebuilding, restoring and rehabilitating an affected community following an emergency in order to restore

livelihoods and a functioning society, while reducing risks and taking advantage of all opportunities for change in order to ensure sustainability of recovery efforts and to establish the foundation for future development. The Policy takes a holistic approach to recovery, regarding it as a complex social and developmental process, rather than just a remedial process.

7.3.2.2 Strategic considerations for recovery

The Policy will leverage the significant opportunity presented by post-disaster recovery and reconstruction phase processes to prevent the creation of new risk, reduce existing risk, and strengthen resilience. Key elements of the overall strategy for disaster recovery under the Policy are covered in the National Disaster Recovery Strategy and Framework and include: early establishment of a strategy for transitioning from response to early recovery, timely identification and appointment of lead agencies to coordinate recovery functions, and preparation of State, Local Government Area and Community recovery plans to address immediate, medium and long term recovery needs. The Policy will ensure that recovery arrangements remain flexible and adaptable for all, particularly vulnerable, communities.

7.3.2.3 Planning for recovery and reconstruction

Because of the criticality of information to emergency recovery, the Policy will promote evidence-based recovery that is founded on adoption of sound information management practices within the National Disaster Management Information and Communication System. Planning for recovery and reconstruction will cover pre-disaster planning (embodied in the NDMF, National and State Preparedness Plans and Contingency planning) and post-disaster planning. The latter will involve rapid, mainly humanitarian, assessments and, post-disaster needs assessment using methods adapted to the Nigerian context.

7.3.2.4 Institutional framework

Recovery is a shared responsibility of all directly or indirectly affected by the disaster. The institutional framework for recovery management is part of the overall system for disaster management covered in Section 6 of this Policy. In line with this, and following statutory provisions on disaster management in Nigeria, NEMA, SEMAs and LEMAs are the lead recovery coordination bodies within the Federal, State and LG territorial space, respectively, and constitute the central coordinating body among recovery stakeholders. However, due to the cross-cutting nature of recovery, the range of actors during the recovery phase often goes beyond the usual bodies that respond to disasters. Therefore, the Policy, building on the emergency relief and recovery structures proposed in the National Disaster Response Plan (NDRP) and the National Disaster Recovery Strategy and Framework, will establish a national institutional system and mechanism for recovery management that also specifies recovery responsibilities, functions and tasks.

7.3.2.5 Government business continuity

The Policy introduces and highlights the need to ensure business continuity of governments at all three levels to undertake all of their statutory functions and responsibilities in post-disaster situations as an integral part of comprehensive disaster recovery. Under this Policy, NEMA will develop a Guide on National Business Continuity in crisis situations that will provide a Business Continuity

Management Policy (BCMP), an operational framework (Standard Operating Procedures for Crisis Management), essential elements in a Business Continuity Plan (BCP), and resources to ensure that critical decisions and actions of relevant Federal agencies and State and Local government authorities are not disrupted and are taken quickly in crisis situations.

7.3.3 Expected outcomes

Engagement and coordination of diverse institutions, multiple authorities and stakeholders in recovery assessment, planning and management will increase and improve at all levels. This will increase their awareness of their roles in DRR and strengthen governance of DRM. Increased application of evidence-based methodologies that foster integration of DRR practices in recovery management will increase national capacity for planning and implementing recovery actions. This would help improve resource mobilization and efficiency of resource allocation for recovery implementation. All these will help minimize the escalation of the consequences of disaster and reduce exposure to future hazards and their associated risks through adoption of build-back-better and risk-integrated recovery practices.

8.

POLICY PRIORITY 4

**Increase social, economic and environmental investments
to strengthen resilience to disasters through hazard risk
reduction**

Introduction

To reduce risks and strengthen resilience to disaster, communities and people at risk need support beyond emergency assistance to withstand, cope with and adapt to repeated adverse events and long-term stress. The key is to strengthen resilience to disasters of all kinds by improving the ability of the national systems of DRM and development to anticipate, prevent, reduce, absorb and adapt, or recover from the effects of hazardous event in a timely, efficient and sustainable manner at all levels. To achieve this, the Policy emphasizes resilience as the organizing principle for integrating DRM and development.

Disasters are social phenomena, as much as physical or economic events. Therefore, strengthening resilience to disasters requires promoting DRM in a multi-disciplinary and integrated manner involving social, economic and environmental measures applicable to development sectors in climate, slow-onset, urban and conflict settings that can reduce past, current and prospective disaster risk. Consequently, this policy priority covers directives and actions under the following themes:

1. Risk reduction in key development sectors and contexts
2. Climate risk management
3. Slow-onset disasters
4. Risk reduction in settlements and the urban context
5. Disaster risk and conflict management

The design, planning, implementation and governance of measures in many of these sectors and contexts are beyond the remit of disaster management institutions alone. Therefore, the Policy will promote and pursue a nationally integrated approach to strengthening resilience, building on existing networks and arrangements at all levels and utilizing a whole community and whole government approach. The emergency management sector will engage collaboratively with actors in other sectors and development contexts, such as infrastructure, environment, land use planning, health and infrastructure, to advance the aim of this Policy with respect to increasing resilience to disasters.

8.1 Risk reduction in key development sectors and contexts

8.1.1 Policy statement

Ensure a nation of resilient States and communities in which development processes actively promote disaster risk reduction and prevent accumulation of future disaster risks.

8.1.2 Strategies and programmes

The Policy places effective reduction of hazard risks at the centre of sustainable development and resilience to disasters. Strengthening resilience through effective disaster risk reduction requires adopting a two-pronged approach: (a) adopting social, economic and environmental measures that enable persons, communities and states to absorb loss, minimize impact and recover, and, (b) adopting risk-informed development measures that address increase in exposure and vulnerability to prevent, or minimize creation of, prospective disaster risk. This approach aims at incorporating the concept and practice of DRR in development programming in general and not only in the context of disasters.

The effectiveness of disaster risk reduction will be enhanced through its integration into development planning instruments and processes. However, disasters occur and manifest their effects and impacts within development sectors and specific settings. Therefore, the Policy enjoins, and will support, the wider emergency management community to promote and advocate for the formulation, strengthening and implementation of supportive development policies for resilience in the following key development sectors and contexts: (a) infrastructure, water resources, land and environment, (b) livelihoods, agriculture, manufacturing, commerce and services, (c) health, education, social protection, culture and heritage, and, (d) fiscal, financial, trade and other economic management instruments, risk pooling, sharing and transfer, and, overall development management.

8.1.3 Expected outcomes

The generation and configuration of risk in settlements will minimize, as infrastructure will be better protected against damage from natural hazards. Land and natural resources will be protected and better managed and ecosystem services enhanced to help reduce hazard risks. Social capital will grow and, like livelihoods, be protected from disaster risks. Ultimately, the economic and social development context of communities and states will better promote resilience to disasters as individuals, communities, organizations and institutions continuously and comprehensively enhance their ability to anticipate, prevent, prepare, respond to and recover from the social, economic, environmental and governance dimensions of disasters.

8.2 Climatic Risk Management

8.2.1 Policy statement

To promote sustainable development by reducing the vulnerability associated with climate risk.

8.2.2 Strategies and programmes

8.2.2.1 Strategic overview

The most effective means of addressing risks from both climate and disasters is through reduction of the underlying vulnerability and exposure to both, by adopting the integrated approach of climate risk management. Promoting climate risk management strategies that better integrate disaster risk management and climate resilience approaches requires integration of climate change considerations in disaster management and of disaster reduction in climate change management, particularly adaptation.

The National DRM Policy, as a key element of the national policy response to climate change, complements the national climate change policy and strategy by promoting DRR as a tool for climate risk management.

The aim is to reduce vulnerability to, and minimize, climate risks through strengthening risk-responsive adaptive capacity with a disaster risk reduction orientation.

Most of the principles for an integrated approach to disaster risk reduction and climate change adaptation underlie the DRM priorities and strategies covered in earlier parts of this DRM Policy.

8.2.2.2 DRM measures for CRM

Congruent to the focus areas of the Nigeria Climate Change Policy Response and Strategy (NCCPRS), the 2011 National Adaptation Strategy and Plan of Action on Climate Change for Nigeria (NASPA – CCN), and Nigeria's Nationally Determined Contribution (NDC), this DRM Policy will promote risk reduction measures in relevant sectors.

In line with the no-harm principle, the DRM Policy pursues, supports and advocates for win-win measures for undertaking both disaster risk reduction and CCA, including disaster data and climatic information collection and analyses, assessment of vulnerability to the impacts of climate change, early warning systems, education, training and awareness programmes, and structural and physical measures. The DRM Policy will also support sharing information on disaster and climate risk management through the national climate change website.

In pursuit of integrated disaster risk reduction and climate change adaptation, NEMA will continue and strengthen its cooperation, collaboration and coordination with the Department of Climate Change of the Federal Ministry of Environment, particularly through the Vulnerability and Adaptation Division, and the Education, Awareness and Outreach Division, in line with existing governance arrangements under the NCCPRS.

8.2.3 Expected outcomes

The provision of appropriate user-friendly climate and disaster information will improve. As a result, awareness and preparedness for climate change impacts should improve which will enhance mobilization of communities and other stakeholders for climate change adaptation actions. This would contribute to increased adequacy and flexibility of human, technological and financial resources available for climate-responsive disaster risk reduction. Risk-reducing climate change adaptation will be integrated into national, sector, state and local government planning of the whole community. This mainstreaming of climate change adaptation would allow sustainable development, climate change risk management and disaster reduction objectives to be pursued jointly. Overall, the impacts of climate change on key sectors and vulnerable communities will be reduced.

8.3 Slow-onset disasters and conditions

8.3.1 Policy Statement

To support vulnerable communities to develop and implement risk management options appropriate to addressing loss and damage associated with slow onset events.

8.3.2 Strategies and programmes

8.3.2.1 Strategies

There are major slow onset hazards in Nigeria, such as drought, desertification, deforestation and environmental degradation, and coastal and marine erosion and subsidence. However, all disasters, including rapid onset ones such as the 2012 nationwide flood and epidemics, are underlain by slow accretion of risk factors over a period of time as exposure and vulnerability factors transform hazards to disasters. Furthermore, rapid onset and slow onset events often interact, increasing the risk of loss and damage. Therefore, this Policy adopts a holistic, flexible and integrated approach to DRM that minimizes the distinction between slow and fast-onset disasters and emphasizes the importance of both short-term and long-term DRM planning. Thus, the strategies and programmes enunciated under the various directions covered in this Policy are applicable to both rapid and slow-onset events.

Nonetheless, the Policy covers management of disaster risks under slow-onset conditions separately in this section in order to highlight key considerations and implications for DRM in addressing these types of disaster events. The Policy also covers other types of slow-onset disasters (climate change and conflicts) addressed in other parts of this document.

Within the broad range of measures for DRM in this Policy, the following approaches will be promoted for addressing slow-onset events and disasters:

- (a) emphasizing flexible, iterative approaches that are integrated into long-term planning processes
- (b) focusing on reducing vulnerability and exposure to hazards in response to and recovery from slow-onset disasters
- (c) taking advantage of the slow evolution of these types of events to prioritize generation and effective dissemination of risk knowledge and information
- (d) addressing multi-hazard and cascading hazard aspects of slow-onset events through mechanisms that involve multi-and inter-sector collaboration and multiple stakeholders
- (e) recognizing the heightened role of development actions and institutions in preventing, mitigating and recovering from these disasters
- (f) emphasizing reduction of human actions that degrade the environment and damage ecosystems
- (g) strengthening local-level risk management through supporting effective local mitigation, coping, adaptation and recovery mechanisms for resilience.

8.3.2.2 Priority strategies and programmes

- **Floods:** The Policy will promote and support various effective structural and non-structural measures for flood risk management, including: (a) risk awareness, assessment and early warning of floods, (b) development of physical flood control structures, (c) environmental management to minimize environmental factors that exacerbate floods, and (d) enhancement of synergy between relevant MDAs, organizations and groups in flood management.
- **Drought:** The Policy will support measures to address drought, including: (a) drought hazard and vulnerability monitoring through risk assessment and early warning of droughts, (b) integrated water resource management, and

(c) sound planning and adoption of a developmental approach, rather than crisis management approach, for drought prevention and mitigation measures, including in non-drought years.

- ***Desertification, deforestation and land degradation:*** The Policy will support measures to address these inter-linked processes, such as control of land-use changes, sustainable land and forest management, and erosion control programmes and soil conservation measures. The Policy will further support strategies that effectively manage cross-border movements of pastoralists, including through appropriate trans-boundary arrangements and regional collaborations.

8.3.3 Institutional framework requirements

Effective reduction of risks from slow-onset disasters is dependent on an effective institutional framework and governance structures. In particular, institutional mechanisms for coordination of inter-sector and locational measures need to function effectively. Institutional structures for DRM contained earlier in this Policy apply to slow-onset disasters, particularly those relating to: (a) risk information, such as development of the National Early Warning Coordination Committee specified in Section 5.3.2 of this Policy, and (b) national DRM coordination, particularly for inter-state collaboration under the SEMAs Forum and the SEMA-NEMA Compact specified in Section 6.3.2.2 of this Policy.

8.3.4 Expected outcome

The increasingly cyclical nature of drought in Nigeria will be addressed through the DRR approach which emphasizes preparedness and mitigation and enables recovery from any drought, leading to preparedness to mitigate future droughts. This is partly because the natural environment, including wetlands, floodplains, dunes, and coastal zones will be better protected from development or disaster-related damage. Also, disaster relief, recovery and development will be better linked seamlessly for effective management of slow-onset disasters. Ultimately, effective mitigation of slow-onset events will advance emphasizing integration of livelihood issues with disaster management, adoption of participatory and community-level approaches, and building upon indigenous and local knowledge, risk management strategies and adapted technologies.

8.4 Disaster risk reduction in settlements and the urban context

8.4.1 Policy statement

Promote and support policies, strategies and programmes that make settlements resilient to disaster risk

8.4.2 Strategies and programmes

Many of the concepts, approaches and lessons relevant to disaster risk reduction apply generally in rural, peri-urban and urban areas. Consequently, strategies and measures for DRM in the Policy aim at addressing disaster risks across all settlement types. However, some DRM issues are specific to large settlement due to features of urbanization that modify hazard patterns, effects and impacts, resulting in unique characteristics of urban risk. The overarching strategic approach of the Policy for

reducing settlement and urban risk is to: minimize factors of risk accumulation and enhance leveraging of inherent factors of settlements and urban populations that reduce disaster risk. This will be done through a twin approach: directly through support for improvement in DRM measures in settlements, and, indirectly through increased engagement of the DRM community with a broader set of policy levers in other parts of government, including climate change policies, land use planning policies, building codes and development standards to contribute to disaster risk reduction.

Within the context of minimization of risk accumulation factors, the Policy will support measures, such as: (a) resilient infrastructure development based on sound settlement development planning and regulation, (b) structural disaster management investments, (c) settlement governance, (d) economic resilience through strengthening local economies and livelihoods, (e) reducing environmental degradation and enhancing ecosystem services, and (f) climate risk management.

8.4.3 Expected outcomes

Urban disasters will be better addressed, partly because financial resources, infrastructure, services and governance capacity to reduce disaster risks in settlements will be enhanced. Also, the requisite institutional base for the effective coordination of all aspects of development of human settlements will be developed resulting in planned and orderly development of all human settlements and improvement of poor living conditions in key settlements. Ultimately, the Policy will enhance the positive contribution of urbanization to development while reducing accompanying risks.

8.5 Disaster Risk and Conflict Management

8.5.1 Policy statement

Minimize the potential contribution of disaster risk to conflict and fragility and reduce the overall impact of conflict on disaster risk

8.5.2 Strategies and programmes

The overarching strategic stance of the Policy is to strengthen links between disaster resilience and conflict prevention, mitigation and recovery through fostering resilience of communities in conflict situations. But strengthening resilience in conflict situations requires an approach to DRM that also addresses security aspects and their impact on the vulnerability of populations in conflict-affected areas. Therefore, in general, the Policy will support DRM measures that address the conditions of vulnerability and risks associated with the nexus of natural disasters, fragility and conflict.

The aim is to: minimize disasters induced/conditioned by conflict (e.g. oil spills from pipeline infrastructure vandalization by insurgents), strengthen and ensure sustainable recovery as a critical stage in fostering resilience, and contribute to reduction of conflicts that can cause disasters. Therefore, the Policy will support measures that go beyond emergency management and seek to develop responsive, adaptive and transformational national capabilities for conflict prevention and management through disaster resilience. Consequently, the Policy pursues disaster risk reduction and effective disaster management efforts that provide opportunities to improve resilience to disaster-conflict risks and to build peace in conflict situations.

This DRM Policy has addressed slow onset disasters, changing natural resource availability, environmental scarcity and issues relating to displacement that can contribute to complex crises. This Section emphasizes disaster interventions that reduce conflict risk and covers measures that explicitly address the disaster-conflict nexus, focusing on:

- a) integrated assessments of disaster and climate fragility risks
- b) well-designed, adequate and equitably-distributed interventions to cope with the impacts of disasters in conflict-affected areas
- c) strengthening of local and State government capacity to assess the needs of IDPs and host communities, to plan for the reintegration process, and to prepare for their recovery, including through use of dialogue, sensitization and inclusive integration
- d) promoting conflict-responsive disaster recovery
- e) increased creation, enhancement and stabilization of livelihoods and opportunities for socio-economic resilience
- f) increased integration of conflict-sensitive approaches into common development strategic frameworks and across DRM strategies and programmes, including those that seek to strengthen government-community cooperation, thereby supporting stabilization initiatives
- g) support for conflict intervention measures that help reduce disaster risk.

Under this DRM Policy, NEMA will be part of and play assigned roles in, all initiatives of the Federal Government to manage conflicts and support IDPs in any part of the country. NEMA will support intervention mechanisms and management structures for DRM in conflict areas, such as coordination of the Humanitarian Coordination Forum (HCF), comprising relevant Federal Government agencies, UN agencies and International Non-Government Organizations (INGOs) at both national and state levels, the Displacement Tracking Matrix (DTM) it developed with the International Organisation for Migration (IOM) for collecting and disseminating data on IDP data, and the inter-institutional Camp Coordination and Camp Management Platform.

8.5.3 Expected outcomes

Appropriate disaster responses will reduce community tensions related to resource use, minimize drought and desertification-related conflict, and strengthen local coping capacities. The Policy will help mitigate the impacts of climate change so they do not overburden poor, vulnerable, exposed and fragile communities, and, reduce challenges to minimization of disaster risks and adaptation to climate change due to fragility and conflict. Disaster reduction and recovery efforts will become entry points for wider conflict recovery and/ or peace-building activities. In particular, the Policy will also help enhance linkages and synergy between humanitarian aid, disaster reduction, climate change adaptation, development, and peace-building communities. By addressing the disaster-conflict interface, the Policy will decrease the risk of future crises and enhance both disaster and crisis recovery efforts. Ultimately, the Policy will contribute to development of a resilient nation and its communities that can better absorb shocks and manage stresses peacefully in a context of political stability and conflict-prevention.

9.

REVIEW OF THE DRM POLICY

The National DRM Policy is elaborated for 10-year periods, with a 20-year vision and is reviewed once every 5 years or in the event of critical and significant changes in the situation of natural disaster and related risks and their management in Nigeria or under conditions indicated in Section 6.3.2.3. of the Policy.

Disaster Management Strategy and Planning Documents in Nigeria

S/N	POLICY DOCUMENT	DATE	ORGANIZATION
1.	National Contingency Plan (NCP)	W	NEMA
2	Search And Rescue Evacuation Plan (SAREEP)	2008	NEMA
3.	National Disaster Recovery Strategy & Framework (NDRSF)	2012	NEMA
4.	National Disaster Response Plan (NDRP)	2001	NEMA
5.	National Disaster Management Recovery Framework	2010	NEMA
6	Humanitarian Response Plan	2018	Budget & National Planning
7	National Flood Preparedness Plan (NFPP)	2016	NEMA
8.	National Policy on Climate Change and Response Strategy (NPCC-RS)		Federal Ministry of Environment Department of Climate Change
9.	Environment Pollution policy		Federal Ministry of Environment
10.	Disaster Risk Reduction Action Plan		NEMA
11.	National Drought and Desertification Policy		Min of Agric
12.	National Flood & Soil Erosion Policy		Min of Agric
13.	National Policy on Health ,Safety and Environment (HSE)		Min of Health
14.	National Policy Emergency Medical Services		Min of Health
15.	Operational Guidelines for National Ambulance		Min Health
16.	The National Transport Policy	2013	Min of Transport
17.	The Land Use Policy	1978.	Fed Min of Land & Housing.
18.	The National Housing policy		Works & Housing
19.	Nigerian Fiscal Policy	2017	CBN
20	The National Energy Policy	2005	NERC
21.	Nigerian Early Child Education Policy	2016	Min of Education
22	National Policy on Rehabilitation		Fed Republic Nigeria / Federal Min of Women Affairs and Social Development
23.	National Food and Nutrition Policy		Federal Executive Council
24.	National Drug Policy	2005	Fed Min of Health/WHO

S/N	POLICY DOCUMENT	DATE	ORGANIZATION
25	National Health Policy	2016	Fed Min of Health
26.	Family Planning Communication Policy	2018	Min of Health
27.	Gas Master Policy		NNPC
28.	Urban Development Policy	1988	Works and Housing
29.	National Water Policy		Federal Government of Nigeria
30	National School Health Policy	2006	Min of Education
31	National Migration Policy	2015	Federal Government of Nigeria & IOM
32	National Environmental Sanitation	2018	Federal Republic of Nigeria &
33	National Disaster Framework Policy	2015	NEMA.

Disaster management plans and strategic frameworks in Nigeria

Strategic Framework

National Disaster Management Framework 2010

Prevention & Protection

- National Nuclear and Radiological Plan

Preparedness

- National Disaster Preparedness Plan

Mitigation

- National Disaster Management Framework 2010
- National Action Plan for Emergency Preparedness and Response/ Disaster Risk Reduction in Nigeria 2013-2015 (Drafted 2012)

Response:

- Search and Rescue (SAR) and Epidemic Evacuation Plan for Nigeria 2008
- National Disaster Response Plan 2001
- Emergency Response Standard Operating Procedures 2011
- National Contingency Plan 2012

Recovery

- National Disaster Recovery Strategy and Framework 2014
- 2012 Flood Recovery Action Plan

DISASTER RISK MANAGEMENT FUNCTIONS

2(a) National Emergency Management Agency (NEMA)

1. formulate national policy for DRM
2. prepare plans for prevention and mitigation of, response to and recovery from hazards and threats
3. ensure national preparedness for effective disaster response, including monitoring state of preparedness of response agencies, organizations and entities
4. liaise with relevant MDAs and authorities to regulate and control public conduct and enforce compliance with rules, regulations, standards, codes and inspections
5. manage implementation of policies, strategies, plans and programmes for DRM at national level
6. coordinate policies, plans, programmes and activities of organizations and entities playing roles in DRM to ensure integration, consistency, convergence, congruence, synergy among them and compliance
7. collate and disseminate data and reports from relevant agencies to enhance forecasting, assessment, planning and management of disaster reduction operations
8. educate, inform, sensitize and create awareness of the populace on hazards, exposure, disaster and their management
9. facilitate and support development of DRM capacity, including of MDAs and SEMAs and LEMAs
10. coordinate and promote education, research and innovation in DRM
11. create and facilitate enabling environment for sound decision-making and role-playing by stakeholders in DR
12. coordinate and facilitate provision of search and rescue and other emergency management resources for relief operations in response to hazards, threats and distress calls
13. collaborate and cooperate with various civil bodies, non-civilian organs of government and public volunteers to mobilize their services in response to disasters
14. facilitate, support and coordinate development assistance for DRM from international and domestic partners, including NGOs, and private sector
15. receive and collect emergency relief supplies from all sources and coordinate, superintend and monitor their management, including by SEMAs, to support victims of natural or other disasters
16. support rehabilitation of disaster survivors, including IDPs, as part of disaster and conflict recovery management as well as those adversely affected by mass deportation and repatriation from any other country
17. prepare national policy and master plan for management of Refugees and IDP affairs
18. budget for and manage finances for DRM at federal level, including ensuring States accountability for funds accruing to them for discharge of their EM duties under the Act
19. mobilize financial and technical resources for DRM, including from public source, private sector, development partners and non-governmental organizations
20. facilitate the establishment of enabling legislation, support development of the capacities and monitor the activities of State Emergency Management Agency (SEMA) and Local Emergency Management Authority (LEMA)
21. advise governments and MDAs on effective DRM measures to adopt to ensure safety and security from hazards and threats, including facilitative and incentive measures to induce cultivation of the culture of resilience through DRR
22. process relief assistance to countries as may be determined by the Federal Government of Nigeria
23. perform such other functions, and take such measures, that the Agency considers necessary for the prevention of disasters, or mitigation, preparedness and capacity building, for dealing with a threatening disaster situation or disaster and for the general purpose of enhancing effective disaster management in Nigeria.

2(b) State Emergency Management Agency (SEMA)

1. formulate policy on all activities relating to disaster/risk management in the state
2. coordinate plans and programmes for efficient and effective response to disasters in the State
3. coordinate and promote research activities relating to disaster management in the State
4. monitor and provide feedback to NEMA on the state of preparedness of all organizations and agencies which may contribute to disaster management within the State
5. collate data and report from relevant agencies so as to enhance forecasting, planning and field operations of disaster management, and supply same to NEMA for planning purposes
6. educate the public on disaster prevention and control measures within the state
7. coordinate and facilitate the provision of necessary resources for search and rescue operations and other types of disaster curtailment activities within the state
8. mobilize support and resources from the National Emergency Management Agency (NEMA) when damages and need assessments are considered beyond the capacity of the state to respond
9. liaise with the National Emergency Management Agency for the reduction of natural and other disasters and any possible effect thereof
10. facilitate the enabling legislation for the establishment of Local Emergency Management Authority (LEMA) for all the Local Governments in the state
11. work closely with NEMA and LEMA for distribution of relief materials to disaster victims
12. perform such other functions which, in the opinion of SEMA Governing Council, are required for the purpose of enhancing disaster management in the state.

2(c) Local Government Emergency Management Agency (LEMA)

1. coordinate disaster management activities and respond to disaster events in the Local Government Area
2. monitor and provide feedback to SEMA on the status of preparedness of all organizations and agencies which may contribute to disaster management within the Local Government Area
3. collect and collate data on disaster and disaster risk areas in their respective Local Governments, and share same with SEMA and NEMA
4. mobilize support and resources from the State Emergency Management Agency (SEMA) when damages and need assessments are considered beyond the capacity of the Local Government to respond
5. establish and develop disaster management capacity of community structures.

2(d) Roles of Local Communities in Disaster Risk Management

1. provide information on hazards, vulnerability, local capacities, disaster impacts and effectiveness of interventions
2. participate in planning, implementation and assessment of DM activities, including participate in risk analysis and vulnerability assessments
3. support the sensitization of local communities on the disaster risks, impacts and appropriate responses
4. contribute to the effectiveness of early warning support systems by providing technical guidance on the content of early warning information
5. mobilize community resources and build community capacity to prepare for effective response to mitigate the impact of disasters
6. help in providing first-responder services at onset of disasters, including participating in building camps, clearing rubble and providing other essential emergency management services
7. comply with directives and regulations by DM professionals aimed at curtailing disasters
8. provide feedback and lessons to guide and improve DRM interventions
9. contribute traditional and local knowledge, wisdom and practices to enhance and enrich DM planning, implementation and assessment
10. perform such other functions as may be assigned to them from time to time by the Head of the Local Government Emergency Management Agency (LEMA).