

REPUBLIC OF KENYA COUNTY GOVERNMENT OF KAKAMEGA



COUNTY EMERGENCY OPERATION PLAN



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OPERALIZATION OF TERMS

- **Emergency** - A deviation from planned or expected behaviour or courses of events which endanger or adversely affect people, property, or the environment.
- **Disaster** - An adverse or unfortunate extreme event which causes great damage to human beings as well as plants and animals. These extreme events either natural or man-induced exceed the tolerable magnitude within or beyond certain time limits, make adjustment difficult, result in catastrophic losses of property, income and life is paralyzed.
- **Risk** -a measure of the expected losses due to a hazard event occurring in a given area over a specific time period. Risk is a function of the probability of particular hazardous event and the losses it would cause.
- **Hazards** - A dangerous condition or event that threat or have the potential for causing injury to life or damage to property or the environment.” Hazards can be grouped into two broad categories namely natural and manmade.
- **Incident Command** -is a standardized hierarchical structure that allows for a cooperative response by multiple agencies, both within and outside of government, to organize and coordinate response activities without compromising the decision-making authority of local command.
- **Unified Command** -is a structure that brings together the Incident Commanders of the major organizations involved in the incident in order to coordinate an effective response, while at the same time allowing each to carry out their own jurisdictional, legal, and functional responsibilities.
- **Preparedness** - a research-based set of actions that are taken as precautionary measures in the face of potential disasters. These actions can include both physical preparations (such as emergency supplies depots, or adapting buildings to survive earthquakes) and trainings for emergency action.
- **Recovery** - is the process of resuming normal operations following a disaster
- **Response** - coordination in use of resources (including personnel, supplies and equipment) to help restore personal and environmental safety, as well as to minimize the risk of any additional property damage.
- **Conflict** - clash arising out of a difference in thought process, attitudes, understanding, interests, requirements and even sometimes perceptions.
- **Restoration** - the act or the process of returning something to its original condition, or to a state similar to its original condition



- Coordination - is the unification, integration, synchronization of the efforts of group members so as to provide unity of action in the pursuit of common goals
- Standard Operational Procedure - is a set of step-by-step instructions compiled by an organization to help workers carry out routine operations.
- Need assessment -is a systematic process for determining and addressing **needs**, or "gaps" between current conditions and desired conditions or "wants".
- Situational assessment -is a systematic process to gather, analyse, synthesize and. communicate data to inform planning decisions
- Evacuation - exiting safely as possible when conditions in an area pose a threat to the health and safety of occupants.
- Vulnerability -The extent to which a community, structure, services or geographic area is likely to be damaged or disrupted by the impact of particular hazard, on account of their nature, construction and proximity to hazardous terrains or a disaster prone area.



LIST OF ACRONYMS

ASAL	Arid and Semi-Arid Land
BBB	Build Back Better
CDRMC	County Disaster Risk Management Committee
CEOP	County Emergency Operation Plan
CS	Cabinet Secretary
CRIP	Common Recognised Information Picture
DNA	Damage and Needs Assessment
DRM	Disaster Risk Management
EOC	Emergency Operation Centre
EP&R	Emergency Preparedness and Response
EWS	Early Warning Systems
GoK	Government of Kenya
I/NGO	International Non-Governmental Organisation
ICS	Incident Command System
ICT	Information and Communication Technology
IAP	Incident Action Plan
JDM	Joint Decision Model
KRCS	Kenya Red Cross Society
LGD	Lead Government Departments
MAC	Multi-Agency Coordination
MDA	Ministry, Department or Agency
M&E	Monitoring and Evaluation
MoICNG	Ministry of Interior and Coordination of National Government
NDMU	National Disaster Management Unit
NDOC	National Disaster Operation Centre
NDRMC	National Disaster Risk Management Committee
NERP	National Emergency Response Plan
NGO	Non-Governmental Organisation
NIMES	National Integrated Monitoring and Evaluation System
NSC	National Security Council



PDNA	Post Disaster Needs Assessment
PS	Principal Secretary
SCDRMC	Sub-County Disaster Risk Management Committee
SOP	Standard Operating Procedure
UC	Unified Command
HH	Household
DRR	Disaster Risk Reduction



GENERAL INFORMATION

1.1. Introduction

The National Emergency Response Plan (NERP) 2020 provides a national strategic overview of emergency response arrangements in Kenya, describing how those arrangements will be delivered at the national level. The NERP is the master plan and cornerstone for all emergency response planning and activities in Kenya and is supported by county-level plans that provide a further layer of more detailed and locally contextualised information.

The Kakamega County Emergency Operation Plan (CEOP) sets out the emergency preparedness and response arrangements for the county, including the process for coordination of relevant stakeholders. These stakeholders include county and sub-county decision-makers and officials, emergency first responders, local NGOs, the private sector, and community members

1.2. Objectives

The objectives for the CEOP are as follows.

The CEOP:

- i.** Establishes a comprehensive multi-agency, multi-jurisdictional and an all-hazards framework for the effective management of emergency response at the county level. This includes associated preparedness activities essential to enable an effective response to be made, such as the preparation of plans, undertaking of training, and conduct of drills and simulations.
- ii.** Establishes a resilient system of multiagency coordination and incident command that can be applied at the county and sub-county level.
- iii.** Defines key roles and responsibilities for emergency management functions, establishing the conditions under which responders from different levels of government and private or external partners are mobilised, and providing a description of the organisational concepts and structures used to coordinate actions of response stakeholders at the county and sub-county level.



- iv.** Provides a set of preparedness concepts and principles that can be applied in responding to any hazard and at any level, supported by common operating protocols, operational priorities, and general strategies for ensuring interoperability and effective information management.
- v.** Establishes standardised resource management procedures that enable coordination among different sub-county jurisdictions or organisations.
- vi.** Ensures a scalable approach, so it may be used for all emergency incidents (*from routine day-to-day emergencies to large scale countywide disaster events*); and
- vii.** Ensures a dynamic system that promotes the coordination of different institutional and sectoral response partners and maintenance of effective plans.

1.3. Guiding Principles of the CEOP

The CEOP adopts the guiding principles for Emergency Preparedness and Response (EP&R) set out in the 2017 National Disaster Risk Management Policy. These principles have also been adopted in the NERP and guide all emergency preparedness and response activities in Kenya. Full details of the legislation and policy informing EP&R are set out in section 1.6 of the NERP. Key principles guiding the CEOP may be summarised as:

- i.** This CEOP will be guided by the Constitution of Kenya.
- ii.** This CEOP will also be guided by Humanitarian principles and the Bill of Rights.
- iii.** The CEOP will support a multi-disciplinary and multi-sectoral approach. Disasters cut across disciplines and sectors therefore the government will promote adoption of an inclusive multi-disciplinary and multi-sectoral approach.
- iv.** The CEOP recognises that Disaster Risk Management (DRM) is a sustainable development issue which requires a coordinated and collaborative approach in addressing social, economic, and environmental goals, and fundamentally involves supporting communities in understanding and managing the hazards and disasters affecting them.
- v.** The CEOP puts in place a strong governance framework with clear policies to support requirements of legislation and accountability and recognising institutional and organisational arrangements and connections across and within levels of government, sectors, and communities.



- vi.** The CEOP applies to responses to all hazards and includes actions for emergency preparedness, ensuring that all responders have made appropriate plans and undertaken training drills and exercises to test them.
- vii.** The CEOP should be taken into consideration during national planning and budgetary processes and included in County Integrated Development Plans and community development plans, is essential in enhancing sustainable national development.
- viii.** The CEOP recognises the need to conduct risk assessment for specific hazards to inform on decisions relating to prevention, response and early recovery, and adoption of regulatory and incentive-based disaster risk management instruments.
- ix.** The CEOP and associated incident command system (ICS) promotes and creates, public, private and community partnerships for DRM.
- x.** The CEOP empowers communities to address their risks, building capacities, knowledge (traditional and scientific), and implementing disaster risk management strategies.
- xi.** The CEOP recognises gender-mainstreaming as a core factor in DRM.

1.4. Scope

The scope of the CEOP, as an operational document, is to set out the overarching framework and operational structures for the management of EP&R at county-level, including the emergency response structures that can be applied to all emergencies within the county. The principles, emergency response functions, and command and management structures set out in the CEOP template are entirely consistent with national arrangements set out in the NERP, and by following this standard template, all CEOPs will be consistent with each other. This ensures an effective response to any disaster, enabling all available responders and resources from the public, private and voluntary sectors to be harnessed and to work together seamlessly across jurisdictions as required. The CEOP provides guidance on key response functions at county level and sets out the lead or supporting responder in one of six generic areas;

- 1.** Rescue and Environment
- 2.** Security
- 3.** Health



4. Humanitarian Services
5. Essential Infrastructure and Services
6. Emergency Management

Further details on Functional Emergency Response Areas and the lead and supporting organisations responsible for their delivery within the county are set out in **Chapter 4** and **Annex 1**.

The CEOP is the umbrella document beneath which more detailed and sector-specific plans and SOPs may be produced by individual MDAs. Given that not all emergencies can be accurately predicted and events may occur for which there is no hazard or sector-specific plan, the generic response structures and incident command system (ICS) set out in the CEOP provide the basis for an effective and structured response to any harmful or disruptive event that impacts the county.

Although the distinction between national, county and sectoral plans, and between plans and procedures is fluid, the basic criterion proposed for the CEOP, as an operational plan, is to set out essential need to know and general information applicable to all stakeholders at county level in respect of emergency preparedness and response, such as key response frameworks, structures and ways of working, and establishing these as a matter of public record. However, it would be impossible to have a single plan that set out the operational response details for every conceivable event, or that covered every tactical and technical response detail, down to selection and use of response equipment.

In addition to this CEOP, county and sub-county MDAs with responsibilities for specific hazards or response functions must produce supporting contingency plans that contain the detailed organisational information necessary to guide their response to events and delivery of response functions for which they are responsible, such as firefighting, health, flood or drought emergencies. These more detailed, sector-specific plans should provide guidance and instructions specific to the role, responsibilities, and requirements of that MDA. For example, sector-specific response plans should set out the range of specific functions the MDA is responsible for, and the actions that must be taken to deliver those functions.

Site-specific contingency plans may also be required for special risk sites within the county, for example, chemical plant, airport, or port operational plans. These will contain specific risk assessments and information, response instructions, checklists, and other details that are only



applicable to that location. Plans for specific hazard types, such as health emergencies and pandemic will again contain specific details and response arrangements that are hazard-specific.

In addition to the CEOP, more detailed information and tactical ‘how-to’ instructions will be needed by each MDA to guide their operations and delivery of specific response functions. The MDA plans and its SOPs should set out more detailed guidance on how key functions and tasks for which they are responsible should be carried out.

For example, in response to a very major fire impacting an entire neighbourhood and industrial premises and resulting in widespread release of hazardous materials with multiple casualties, the response and coordination structures described in the CEOP would be followed by all responding agencies. In addition to an on-scene command post to coordinate field operations, a multi-agency unified command may be established at sub-county and county level to coordinate activities such as county assistance to the impacted area, evacuation, and shelter of evacuated persons, traffic diversions, establishment of cordons, or containment of any hazardous waste released by the fire. In this example,

- The NERP establishes the overarching response principles, organisational framework, and Incident Command System (ICS), and clarifies lead and supporting MDA roles.
- The CEOP implements national guidance at the county level and provides the structure for response coordination at county and sub-county level. It also contains local operational and tactical information such as identification of key stakeholders, resources and actions.
- Site-specific Emergency Plans (*such as those for a chemical plant*) set out any specific instructions and checklists to assist those responding to that site, such as chemical hazard information, locations of key control valves or critical plant.
- Sector-specific emergency response plans developed by individual MDAs, such as fire services, will set out their overall organisational response to an incident, and
- SOPs developed by each responding agency will direct how specific response functions and activities undertaken by their personnel must be carried out.

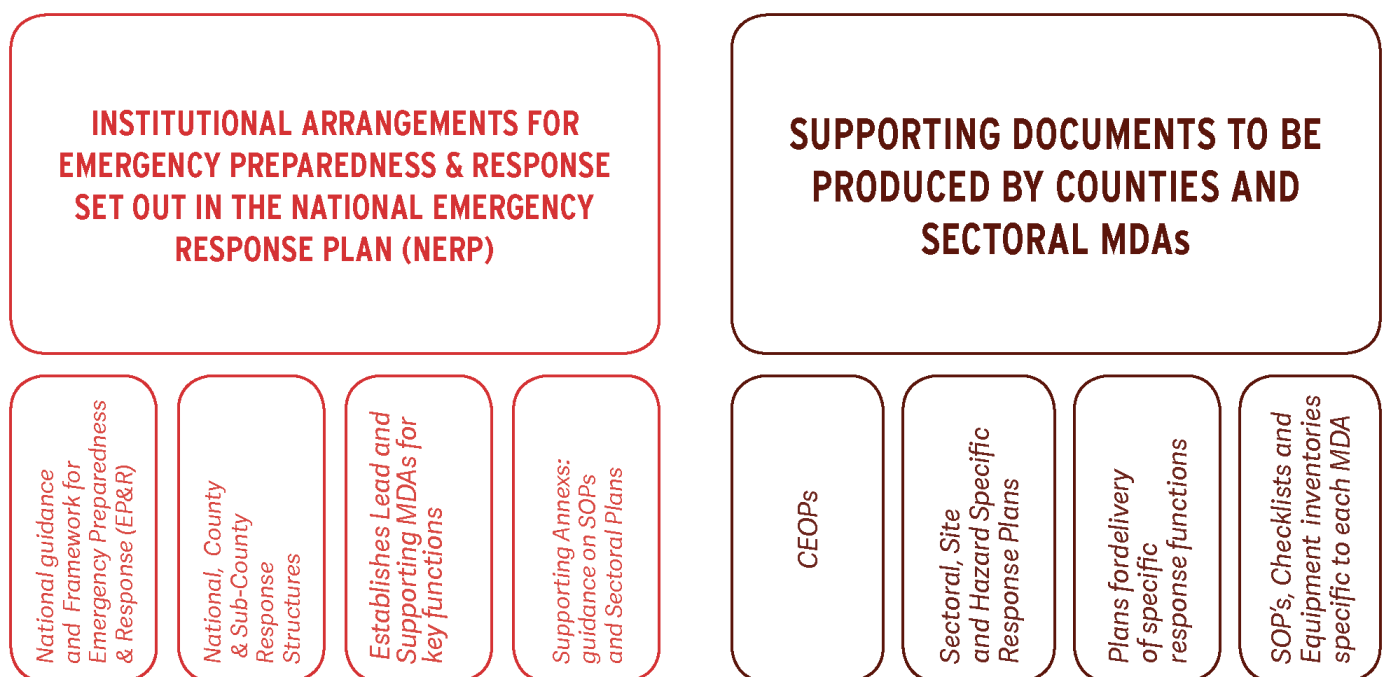
In this example, the fire service is recognised in the CEOP as the primary agency responsible for putting out fires, but the CEOP will not detail what firefighting actions should be undertaken at the



scene or what fire equipment is most appropriate: the CEOP would defer to the fire department's internal response plans and SOPs for that.

To ensure consistency across all sectors and levels of response, CEOPs, sectoral response plans and SOPs must be drafted in such a way that they are consistent with the response structures and

FIGURE T1: NERP Relationship with CEOP and other Supporting Documents



Source: NERP 2020

principles established in the NERP. This will improve operational effectiveness, reduce the planning burden on individual MDAs as they do not have to create separate response structures and ICS for every conceivable event, and aid multi-agency working.

Both the NERP and CEOP should, therefore, be viewed as master plans providing the cornerstone for all emergency response planning and activities, not stand-alone documents. **Figure T1** below shows an illustration of the relationship between CEOP, the NERP, and other supporting documents that must be produced by Sectoral MDAs.



1.5. Structure of the CEOP

The CEOP is structured in two main parts. The main body of the CEOP sets out a general overview of county-level responsibilities and provides guidance on emergency preparedness and response. This includes identification of lead government departments and Agencies (national or county) for key emergency response functions within the county, and the government and non-government departments and organisations that play key supporting roles. The main body of the CEOP also sets out the Incident Command System (ICS) that will be adopted in the county, ensuring effective coordination between all levels of response, including sub-county and national levels. To ensure consistency across all counties, and between county and national response plans, sections of the CEOP main body relating to the National Incident Command System are mandated and should not be edited or amended at county-level without prior consultation with the National Disaster Operations Centre (NDOC).

The second part of the CEOP sets out annexes containing county specific Standard Operating Procedures (SOPs), checklists, and other local information. This county specific information is designed to enable county staff, CDRMC members, and local stakeholders to better plan for, and respond to, any emergencies arising in the county. To ensure consistency across counties, there are several standardised annexes included in the plan template that must be maintained within each county Plan. However, CDRMCs may add any further annexes they feel are necessary, for example, setting out further county-specific data, information, or procedures.

1.6. Maintenance and Updating of the CEOP

The CEOP should be reviewed on a biennial (two-yearly) basis as a minimum to incorporate lessons learnt and good practices identified. As part of this biennial (two-yearly) review, members of the CDRMC should consider feedback from major training exercises or emergencies that have occurred in the previous year, along with information relating to any subsequent after-action reviews and recommendations. Any proposed amendments or updates to the



main body of the CEOP arising from a biennial (two-yearly) review should be agreed by the CDRMC and then submitted for formal approval by the County Assembly.

Where amendments are made to national legislation or guidance that have a direct impact on CEOP, for example, amending the national ICS structure or terminology, updated text will be issued for insertion in all CEOPs by the Principal Secretary (PS) for the time being responsible for Disaster Risk Management at the Ministry of Interior and Coordination of National Government (MoICNG). These amendments should be incorporated as soon as possible after receipt, and the Chair of CDRMC is responsible for ensuring that all CDRMC members and impacted stakeholders are informed of the changes.

CEOP Annexes should be viewed as living documents and updated regularly to reflect any changes at the county or sub-county level as and when required. For example, changes to key personnel or their telephone numbers, changes in shelter designations, safe evacuation routes or business links. The Chair of the CDRMC may approve in year updates or amendments to CEOP local annexes, which should be consulted upon with CDRMC members and any other local stakeholders before being added to the CEOP.

Any changes to main body CEOP text arising from the issue of new national guidance, and any changes or additions to CEOP annexes, should be brought to the attention of the county Assembly as part of their annual CEOP review and reporting process.

1.7. Audience

The primary intended users of this CEOP include all members of the CDRMC and additional stakeholders involved in ER&P from the public, private or NGO sector:

1.7.1. County Government Departments

- i. Health Services
- ii. Public Service and Administration
- iii. Water Environment Natural Resources and Climate Change
- iv. Social Services Sports Youth and Women Empowerment and Culture



- v. Lands Housing Urban Areas and Physical Planning
- vi. Agriculture Irrigations Cooperatives Livestock Veterinary Services and Fisheries
- vii. Education Science and Technology
- viii. Finance Planning and ICT
- ix. Trade Industrialization and Tourism
- x. Roads Energy and Public Works

1.7.2. National Government Ministry

- i. Environment and Forestry
- ii. Interior and Coordination of National Government
- iii. Health
- iv. Devolution and ASALs
- v. Foreign Affairs
- vi. Education
- vii. National Treasury and Planning

1.7.3 Other Stakeholders

- i. School of Disaster Management & Humanitarian Assistance {Masinde Muliro University of Science and Technology}
- ii. Kenya Counselling Psychology Association (KCPA) Kakamega
- iii. Persons with Disabilities (PWDs)
- iv. Kenya Chamber of Commerce and Industry CEO
- v. Civil society representative, Nicholas Anyangu
- vi. Kenya Red Cross Society
- vii. St. Johns Ambulance
- viii. Faith Based Organisations



- ix. County Assembly Clerk
- x. Disaster Management Committees
- xi. Private sector

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

1.8. County Risk Profile

Kakamega County is prone primary risks that include; Landslides, Floods, Human Conflicts, Fire, Lightening, Drowning, Pollution, Heavy Accidents, Land Degradation (caused by quarrying, mining sand harvesting and brick making), Crop Livestock and Human Diseases.

Table 1.0: Kakamega County Risk Profile

	Disaster/Event	Location	History	Impact	Recovery Period
1	Landslides/Mudslides	Malava, Shinyalu and Ikolomani	2004,2007,2014 and 2017	Loss of Lives, Livelihoods and Property	2 year
2	Floods	Mumias West, Matungu, Khwisero, Navakholo, Lugari and Mumias East	2018,2020	Infrastructure / resources Damaged Trauma Increased dependency	2 year
3	Fire	All Sub-Counties (More prevalent in Lurambi,	For the last 10 years constantly	High poverty Levels	2 year

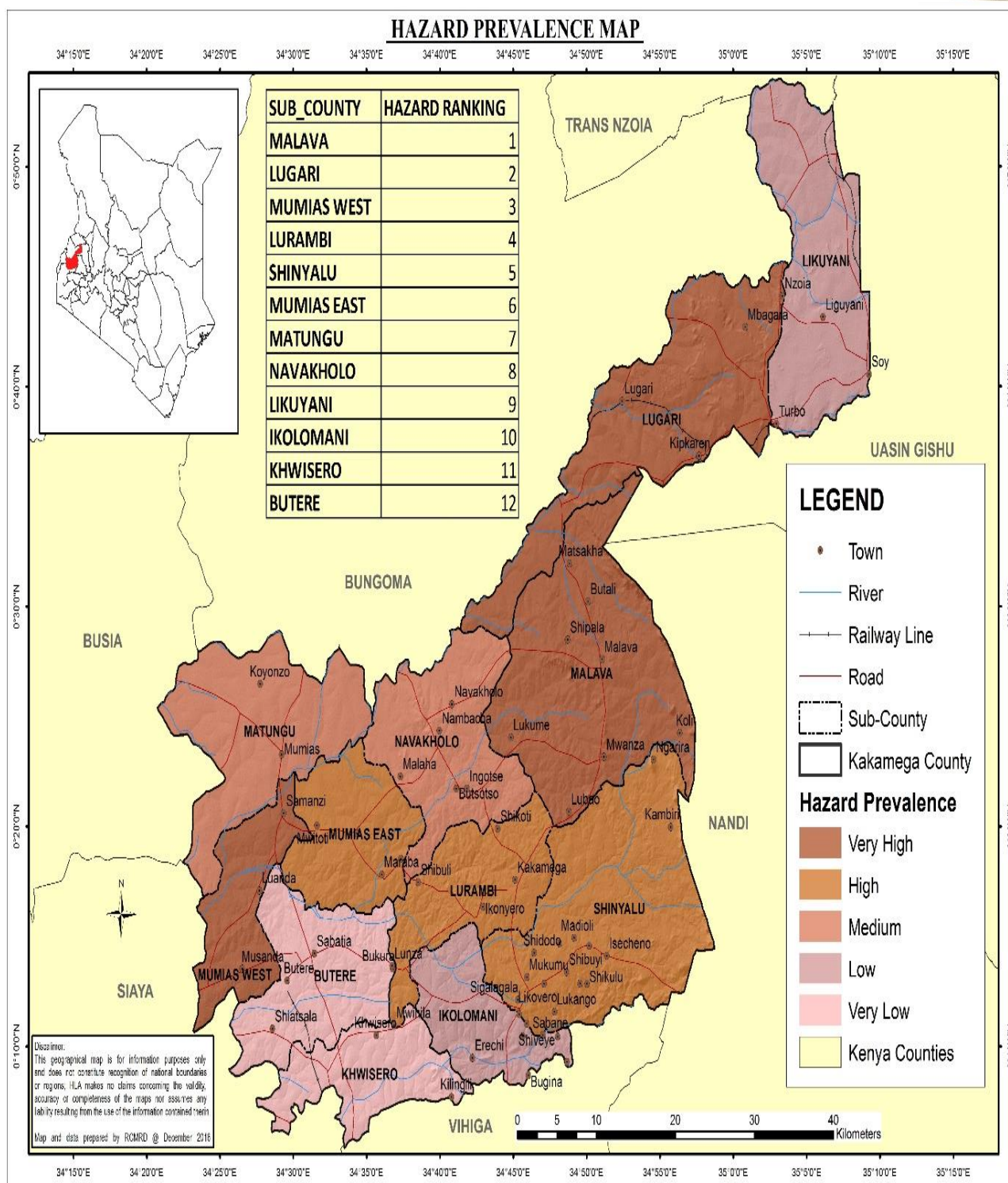


		Mumias West and Malava)		School Drop outs	
4	Land Degradation(Deep gullies)	Ikolomani, Mumias West and Navakholo	2018,2019 and 2020	Destruction of houses Land Degradation	3 year
5	Human Conflicts	All Sub-Counties (More prevalent in Shinyalu, Ikolomani, Malava and Matungu)	2013,2017 and 2019	Human and Livestock Epidemics Dilapidating injuries	1 year
6	Human wildlife conflicts	Along River Lusumu	2020		Over 2 years
6	Drowning	Matungu, Lugari and Mumias East	2018,2019,2020,2021		1 year
7	Lightening	Lugari, Mumias East, Likuyani, Khwisero, Navakholo, Mumias West, Malava and Shinyalu	2004,2018,2021		1 year
8	Human Diseases	All Sub-	2018 and 2020		1 year

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	Outbreak	Counties			
9	Livestock Diseases Outbreak	All Sub- Counties			1 year
10	Pollution	Municipalities and all urban areas (most prevalent in Malava, Lugari, Mumias West, Mumias East and Lurambi)			Unquantifiable
11	Crop Diseases Outbreak	All Sub- Counties			1 year
12	Heavy Accidents	Lugari, Malava and Lurambi	2019 and 2020		Unquantifiable
13	Drug and Substance abuse	All Sub- Counties	2018 and 2020		Unquantifiable
14	Prolonged Dry Spell	Lugari	2004,2007,2012		Over 2 years
15	Pest Infestation	All Sub counties	2019		Over 2 years



Source: County emergency plan 2018-2019

Figure 1.0: Hazard Prevalence Map



Plates 3.1 : Lugari sub-county DRM capacity building by the County disaster preparedness officer



2.0. PREPAREDNESS ACTIVITIES AT COUNTY LEVEL

2.1. Preparedness Planning

Within the CEOP, ‘emergency preparedness’ denotes:

- a.** A state of readiness which enables organs of the national and county governments and other institutions involved in Disaster Risk Management, the private sector, communities and individuals to mobilise, organise and provide relief measures to deal with an impending or current disaster or the effects of a disaster; and
- b.** The knowledge and capacities developed by governments, professional response and recovery organisations, communities, and individuals to effectively anticipate, respond to and recover from the impacts of likely, imminent, or current hazard events or conditions improving resilience.

Effective emergency response is only made possible by effective emergency preparedness, and the arrangements for both emergency preparedness and response set out in the CEOP are interlinked and must be harmonised.

Although out of scope for this CEOP, many risk mitigation investment decisions, such as climate change adaption and development of hazard monitoring and early warning systems, can play a key role in overall disaster risk reduction and management. Risk mitigation initiatives, including long term investment plans, must be set out in relevant national and sectoral plans. However, where there is a cross over between mitigation, preparedness, and response, for example in early warning system design, specific actions relating to preparedness and response have been included in the CEOP.

2.2. Preparedness Planning Structures

National or county government departments that are given responsibility for specific hazards, areas of regulation, or emergency response functions, have primary responsibility for preparedness planning in those areas. Examples of MDAs responsible for specific hazards include the National Drought Management Authority that has overall responsibility for leading drought preparedness activities, and the Ministry of Health, responsible for overall direction of health preparedness



activities. Further examples of lead and supporting agency designations for emergency response functions are set out in **Chapter 4** below. However, whilst most sectors and hazards will have a single nominated lead department, they must be assisted in preparedness and response by multiple supporting partners including NGOs, the private sector and international organisations.

Therefore, whilst a single lead department may have primary responsibility for assessing and managing the risks arising in a specific sector, or from a particular hazard, preparedness activities may involve working in partnership with multiple departments, NGOs, the private sector, and communities themselves. This multi-agency and multi-sectoral coordination are undertaken through the County Disaster Risk Management Committees (CDRMC). Lead departments or authorities for specific hazards retain their statutory responsibilities and authority when coordinating their preparedness work through CDRMC, but the multi-agency and multi-sectoral nature of CDRMC facilitates effective collaboration, including sharing of risk information and joint planning and training.

Key preparedness responsibilities for County and Sub-County Disaster Risk Management Committees may be summarised as follows:

County Emergency Preparedness and Operational Planning

Overall responsibility for coordination of preparedness and response planning at the county level rests with the CDRMC. The CDRMC will also provide information, guidance, and support to stakeholders at county level to inform their internal emergency preparedness. The CDRMC's work includes a continuous cycle of readiness assessment to evaluate the key hazards and risks facing the county, and the range of response options and resources available to deal with them. Each CDRMC will have oversight of the annual reports submitted from each Sub-County Disaster Risk Management Committee (SCDRMC). Good practice examples and lessons learned from SCDRMC annual reports will be compiled and shared with all SCDRMCs and county level partners, and where appropriate, proposals for revisions to the CEOP arising from those lessons learned will be included in the CDRMC Annual Report that is submitted to the County Assembly, copied to the NDRMC and NDOC.



Sub-county Preparedness and Operational Planning

Overall responsibility for coordination of preparedness and response plans, at the sub-county level, rests with the SCDRMC. The SCDRMC is also responsible for providing information, guidance, and support to stakeholders at the sub-county, village, ward, or community level to inform their own emergency preparedness activities. This work includes a continuous cycle of readiness assessment to evaluate the key hazards and risks facing the sub-county, and the range of response options available to deal with them. The SCDRMC will identify good practice examples and lessons learned from preparedness activities at the village, ward and community level, and will include details in the SCDRMC annual report that is submitted to CDRMC.

2.3. Identifying Preparedness Requirements

Preparedness involves several inextricably linked activities, all of which commence with, and are driven by, an understanding of risk. However, risk assessments initiated without first defining a question and an end-user often becomes scientific and engineering exercises that upon completion must find a use case. Moreover, a risk assessment that is not properly targeted may not be fit for its intended purpose or maybe over-engineered and/or over-resourced. There is no single process for risk assessment that can be applied universally to identify preparedness requirements, and multiple methodologies exist, many developed for highly specific purposes.

In determining the most appropriate methodology and approach to use in identifying preparedness requirements, it may be useful to consider the following questions;

- What is the required scale? National, county, sub-county, or local community?
- Who is the intended target of the results?
- If the end-user had the information, how will they use it (would they use it)?

For this reason, most effective risk assessments start with identification of the relevant decision-makers and an understanding of how they will use the information produced through the risk assessment process, for example:

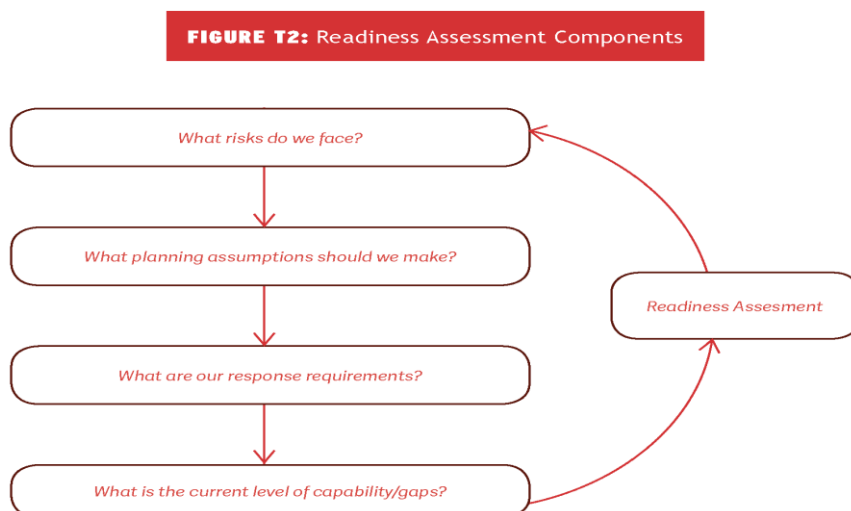
- County governments developing new land use/city plans;
- Disaster managers undertaking contingency planning;
- The County Finance Department wanting to ensure effective investment in development;



- The County Water and Environment Department, wanting to understand climate change risks to water and the environment;
- Donors/multi-lateral agencies wanting to invest in sustainable and resilient development;
- Responder agencies determining training and equipment needs for their personnel;
- Small business owners considering insurance or business expansion; and
- Sub-county governments or NGOs determining the most appropriate community engagement and capacity building approaches to protect vulnerable communities.

International experience suggests that where risk assessments have been commissioned in response to a clear and specific request for information, they have tended to be effective in directing actions and in reducing fiscal or physical risk.

To identify emergency preparedness and response requirements, the starting point must be to gain a good appreciation of the risks for which preparedness plans and response capabilities must be developed. The readiness assessment process as set out in **Figure T2** overleaf may assist in this process, establishing planning assumptions against which EP&R plans should be developed, clarifying the necessary response requirements and levels of current capability or gaps. Although the level of data and complexity of approach may differ, the same basic process may be followed at any level, for example, in undertaking a readiness assessment at county, sub-county, community, or



Source: P. Hayden 2015, National Response Plan, Mauritius



organisational level.

- **What Risks do we face?** There is a need to identify and describe the type, scale, and nature of the hazards and risks identified. (This should be done at the county, sub-county, or sectoral level as appropriate. Initially, these may be prioritised by CDRMC so that those presenting the most significant risk are assessed first.) **What Planning Assumptions Should We Make?** There is a need to identify a set of ‘worst credible threat’ descriptors for each key hazard against which EP&R plans, capabilities, and capacities can be assessed. *(Remember, a single threat scenario may be used to test multiple organisations and response functions. For example, evaluation of a county level flood scenario may provide the basis for the design of community education programmes and identification of shelters and safe evacuation routes. It would also be used to test capabilities and capacities for emergency management, search and rescue, pre-hospital care, evacuation, shelter management etc.)*
- **What are our Resilience Requirements?** There is a need to understand what plans, policies, capabilities, and capacities are needed to reduce risks, or to provide a coordinated disaster response to those that cannot be completely prevented, to minimise impacts, safely resolve the situation and recover as quickly as possible?
- **What is the current level of capability/gaps?** There is a need to understand what the current state of community and responder readiness is to reduce risks and to respond to the identified emergency in terms of policies, capabilities, and capacities.
- **Readiness Assessment.** A gap analysis should be undertaken to identify what new EP&R policies, protocols, capabilities, or capacities are required to address identified disasters, and what plans and training should be in place to deliver them and assess their effectiveness.

2.4. Evaluating the Preparedness of Response Organisations

The National Emergency Response Plan (NERP) establishes a comprehensive ICS and structure for the coordination of emergency response in Kenya, including the county and sub-county level. However, these systems can only be implemented effectively if all individuals from all government and non-government organisations involved in emergency response are prepared to undertake their roles safely and effectively. Each organisation is responsible for identifying its preparedness requirements and for meeting those requirements through planning and training activities.



Preparedness activities, at the organisational level, start with an internal process to identify the response activities and functions the organisation is responsible for, the hazards and risks associated with those activities, and the actions required to enable the organisation to undertake those functions safely and effectively. Having conducted a readiness assessment as set out in **Section 2.3** above, organisations can identify any gaps and capacity building needs arising. This understanding can be used as a starting point for the production of internal training plans, response plans, and SOPs.

To evaluate internal organisational preparedness requirements for emergency response, government departments and sectoral organisations may find it useful to undertake a capability evaluation following the TEPIDOIL (Training, Equipment, Personnel, Infrastructure, Doctrine and Concepts, Organisation, Information and Logistics) process. This separates the various components that need to be in place to enable a functional task, such as search and rescue or pre-hospital care, to be undertaken safely and effectively. Internal review teams can use the same basic structure and approach for an informal review of current response capabilities, or a more formal, documented and evidenced evaluation of current capabilities to identify potential gaps or investment requirements, or to identify investment requirements to address development of new capabilities.

Internal Response Capability Assessment: TEPIDOIL

For each functional response task, there is a need to consider each of the following elements of capability;

- 1. Training:** What type and level of training is required to acquire the knowledge, skills, and understanding necessary to undertake the function?
- 2. Equipment:** What equipment is required to undertake the function?
- 3. Personnel:** What, and how many, personnel are required to undertake the function?
- 4. Infrastructure:** What infrastructure is required to undertake the function?
- 5. Doctrine and Concepts:** What doctrine and concepts, including response plans, SOPs, and an understanding of ICS, are required to undertake the function?
- 6. Organisation:** Is the internal organisation of the responder agency suitable to support the delivery of the function?



- 7. Information:** Is there sufficient technical information, including risk assessments, hazard, vulnerability, and community data, to enable to support the delivery of the function?
- 8. Logistics:** Does the organisation have sufficient logistical arrangements in place to support delivery of the function?

Whilst different elements of capability may develop at different speeds, only when all elements listed in the TEPIDOIL model have been addressed can a capability for response truly be said to exist. For example, even if a government or non-government responder has a large number of personnel available and the latest technical rescue equipment, this does not mean there is a capability in place for response unless those personnel are trained, working to an agreed SOP and are supported by appropriate logistics and ICS.

2.5. Sectoral Response Plans and Standard Operating Procedures (SOPs)

Sectoral Response Plans and Standard Operating Procedures (SOPs) must be prepared by all government, non-government and organisations having a response role at county-level. Those Sectoral Plans and SOPs are required to set out the mode of activation and operation of the organisation and detail the actions to be taken by its personnel in support of the emergency response. For example, in case of a large fire, the CEOP sets out how emergency levels will be decided by the CDRMC Chair and the ICS structures that must be established and adopted by all responders. However, fire services are responsible for the production of Response Plans to determine general firefighting tactics, and more detailed SOPs to detail how individual items of firefighting equipment should be used.

To ensure consistency across all responders, and for responses to all hazard types, the incident command and management arrangements within sectoral plans and SOPs must be consistent with the national ICS and terminology set out in the NERP and CEOP.

2.6. Training for Emergency Response

2.6.1. Communities

Training and sensitisation at the community level help to make Kenya more resilient through an informed population committed to a culture of prevention and reduction of disaster risks.



Communities must be made aware of local risks they face and the actions to be taken in the event of a disaster, as well as how to avoid the creation of future risks. General community safety education and sensitisation is carried out by a wide range of government and non-government organisations, each pursuing programmes aligned with their statutory responsibilities or organisational priorities. In addition, county and sub-county governments may identify specific communities as being at high risk from identified hazards, such as flooding, landslide, or coastal surge.

Where local communities are identified as being at high risk, community sensitisation and training programmes should be planned by the relevant CDRMC or SCDRMC and published in the annual programme of activities set out in the annual plan. These community sensitisation and training programmes can assist people in understanding their risks, and the actions they can take to manage them. Examples of local programmes could include activities to ensure community members have a local flood plan, that they understand local flood risk, how flood warnings may be received, an understanding of the flood shelters available, and the safe evacuation routes to them.

2.6.2. Responder Organisations

To ensure that all responder organisations can implement the generic ICS set out in the NERP and CEOP, the Ministry of Interior and Coordination of National Government, through NDOC in collaboration with other partners, will produce standardised training guidance and materials. NDOC may also conduct national training programmes supporting the NERP and CEOP, including specific input and guidance for individuals forming part of a county and sub county committees.

Responsibility for all other elements of organisational training and capacity building rests with the individual government or non-government organisation involved in emergency response. Where several organisations are involved in the delivery of the same emergency response function, as set out in **Chapter 4** below, the Lead government department with overall responsibility for that function at National or county level may establish common training standards and materials, to ensure that all responders undertaking the same function are trained in a similar way and to similar standards so that they can work together and support each other in field operations.

Initial training sessions on risk critical response functions, such as the Kenya Incident Command System, must be provided for all CDRMC members, CDRMC Secretariat Staff supporting the Unified Command, and responder personnel, to ensure that they acquire the required knowledge,



skills, and understanding to perform those tasks safely. Regular refresher training is also required to ensure that personnel maintain competence. The frequency and type of refresher training for responders must be determined by the relevant government or non-government organisation and recorded in their internal organisational training plan.

Without regular training or practical experience, many specialist skills will degrade over time. To address the risk of skills decay, refresher training must be planned to ensure that competence can be maintained. Taking skills decay into account, activities that are undertaken frequently, even if fairly high risk may not require frequent training and refresher activities. However, activities that are only undertaken infrequently in day to day activities may require more regular training and refresher sessions to ensure competence is maintained. Regardless, it is recommended that refresher training and assessment sessions for risk critical response functions must be provided on an annual basis as a minimum.

In addition to internal training needs to enable them to undertake their response functions, responder organisations must practice delivery of those functions with the multi-agency and multi-sectoral partners with whom they would work in responding to an actual emergency. There multi-agency simulations and drills are an essential element of training and emergency preparedness. Further details in relation to minimum multi-agency and multi-sectoral training frequencies are set out in **Section 2.6.3** ahead.

2.6.3. Responsibility for Organisation of Simulations and Drills

Each government or non-government organisation involved in emergency response is responsible for conducting its internal programme of exercises and drills, as identified through its internal review of preparedness activities.

Multi-agency training, drills, and exercises provide a further level of preparedness and are vital to ensure that responders can work together effectively. Regular, formalised exercises and drills must be organised at the county and sub county level, with additional and more frequent drills and simulations undertaken by response partners at a sectoral and local level.

The CDRMC, in collaboration with other partners, will plan and carry out county exercises or drills on various scenarios. A proposed program of annual training, exercises and drills will be included in the CDRMC Annual Report, approved by the county Assembly, and shared with NDRMC and



NDOC, SCDRMC and individual responder organisations are responsible for coordinating drills and exercises at their respective levels. The schedule below provides guidance on the minimum frequency for all of these activities.

1. There shall be at least one drill per year at the county level.
2. There shall be at least one drill per year at the sub-county level.
3. Sectoral or agency-specific drills shall take place twice a year.

In addition to looking back at the results of simulations, drills, and actual emergency responses in the past year, the CDRMC Annual Report should also set out an annual program of planned training, exercises and drills for the coming year.

2.7. Monitoring and Evaluation

The preparedness activities set out in the CDRMC Annual Report, including planning, training, and drills, will be monitored, and evaluated by the CDRMC. Those Monitoring and Evaluation (M&E) activities are required to measure progress towards planned objectives and implementation of preparedness activities, allowing adjustments and additions to be made to plans. Individual responder organisations should establish their internal system for M&E, with reports submitted to the appropriate level of strategic management following any major exercise, drill, or response activation.

For exercises and drills organised at the county level, and emergency responses to county level emergencies, the monitoring and evaluation system should be designed to provide feedback to members of the CDRMC to ensure accountability, transparency and facilitate appropriate decisions on future capacity building and investment to address any identified issues.

Feedback and lessons learned from county level exercises, drills and responses should be forwarded to the Director of the NDOC so that they can be incorporated into regular reviews of the NERP and fed into the National Integrated Monitoring and Evaluation System (NIMES). The NDOC can also facilitate regular dissemination of lessons learned to all responder organisations to foster best practices.

2.8. Integration of EP&R Planning with Early Warning Systems (EWS)

Early warning systems (EWS) form a key element of risk mitigation. The EWS for each hazard type will require specific system design as defined by the responsible MDA or sectoral organisation. Those lead MDAs or sectoral organisations are also responsible for investment planning and the operation of EWS monitoring systems. However, in addition to hazard monitoring, all EWS consist of several interlinked activities, some of which require a multi-agency and multi-sectoral approach and involve elements of emergency preparedness and response. Therefore, whilst the overall ownership and direction of EWS rest with responsible MDAs or sectoral organisations, elements of EWS need to be harmonised with responders at county and sub-county level.

Early warning systems are designed to monitor disruptive hazards and provide timely and advance warning of hazard events that have, or are likely to, breach a set threshold level. From an EP&R perspective, the main purpose of an EWS is to facilitate early action, allowing all sections of society including citizens, government and non-government agencies and responders to prepare for, respond to, and recover from, any disruptive event resulting from the hazard being monitored.

Each EWS is designed to monitor different hazards and over different time periods. For example, warnings for slow-onset emergencies such as drought may be seasonal in nature, whereas those for flash flooding in an urban environment may need to react in a matter of minutes when heavy rain fall in a rapid reaction catchment or drainage system.

The purpose of an EWS is not limited to the issuing of a warning, it is to enable government and non-government entities, communities, and individuals to take early and effective actions to better protect lives and reduce the impact of an emergency on communities, the environment, and livelihoods. Therefore, the determination of threshold levels for initiating an early warning should take account of response needs and plans. For example, if the response plan for a village identifies that at least one hour is required for evacuation in case of flooding, the EWS design and trigger threshold for issuing a warning should enable that warning to be given at least one hour before floodwaters are expected to impact.

Regardless of the hazard being monitored or its detailed system design, a comprehensive early warning system generally comprises the delivery of four interlinked technical components:

FIGURE T3: Early Warning System Components



Source: World Bank 2020, adapted from UNISDR

- 1. Risk Knowledge:** Mapping and assessment of data on hazards, exposure, and vulnerabilities.
- 2. Monitoring and Warning:** Determining the hazards to be monitored, putting systems in place for their monitoring, then issuing a warning once agreed parameters have been breached.
- 3. Dissemination and Communication:** Ensuring that any warning to communities and stakeholders is delivered effectively so that they can take early actions; and,
- 4. Response Capability:** An effective response to the warning can be taken by individuals, communities, government, and other institutions.

For any warning system to be effective, each of these technical elements needs to be addressed cohesively, and none can be developed in isolation. To ensure that EWS can be designed, delivered, and operated cohesively, a fifth essential element is also required: good governance achieved



through a regulatory framework that establishes institutional and financial arrangements, and the continuous political commitment necessary to maintain them.

The four technical component elements of an EWS, together with an overarching governance and institutional framework, are presented in **Figure T3** above and developed in further detail in this section.

2.8.1. Risk Knowledge

The appropriate assessment and understanding of risk will require systematic collection of hazard information, as well as analysis of exposure and vulnerability in specific locations determined by dynamic human and environmental conditions. Risk assessment maps help prioritise early warning system needs and guide preparations for disaster prevention and response. Specific risk knowledge processes required for the establishment of EWS should be set out in the relevant sectoral plan.

2.8.2. Monitoring & Warning

A crucial EWS component, monitoring and warning services are generally provided by specialist MDAs with responsibility for providing hazard forecasts and warnings. To ensure the reliability of forecasts and warnings, it is essential to conduct continuous monitoring of hazard parameters and precursors and, where possible, to share institutional procedures and communication networks. These services generally remain operative 24 hours a day and throughout the year and must be described in relevant sectoral plans. Trigger points for the issue of warnings need to be identified to take account of response requirements. Once identified, the EWS should trigger a warning whenever those agreed parameters are breached.

2.8.3. Dissemination & Communication

Warnings must reach those at risk. Clear messages containing simple and practical information are critical to enabling proper responses that will help safeguard lives and livelihoods. Area and community-level communication systems must be pre-identified and appropriate authoritative dissemination voices established so that those receiving the warning can trust the source of the information and act on it without delay. It is essential to use multiple communication channels to ensure that warnings reach the maximum number of people, and the information is conveyed in case of failure of a specific channel. CDRMC and SCDRMCs should be aware of any EWS operating in their areas and should liaise with the responsible Lead Government MDA to identify methods for



effective warning dissemination and communication within the areas for which they are responsible. Dissemination and communication arrangements must include robust ‘last mile’ connectivity, ensuring warnings reach the entire community affected, especially the most vulnerable.

2.8.4. Response Capability

Communities, government, and non-government entities need to understand the risks they face, understand what must be done in response to an early warning, and then practice their warning response. CDRMC and SCDRMCs should harness their understanding of the EWS in place in their area to inform their preparedness and response plans.

Community education and awareness-raising programs play a key role in ensuring an effective response to any EWS. For example, communities should receive clear and practical information on safe behaviours such as safe evacuation routes, guidance on how to avoid damage or loss to their property and animals. To ensure an appropriate response is made by both responding agencies and community members, effective response plans must be in place and regular practice drills and tests conducted.

Actions for CDRMCs and SCDRMCs

CDRMCs and SCDRMCs should:

- Identify and record all EWS operational within their geographical areas of responsibility.
- Liaise with the Lead MDA responsible for the provision of the EWS and monitoring of the relevant hazard. Ensure that plans for dissemination, communications, and response, are effective and harmonised with county and sub-county response plans.
- Produce any supporting plans or SOPs necessary to give effect to the EWS. For example, identifying areas for evacuation in case of flooding, identification of safe evacuation routes, and shelters.

SCDRMCs have primary responsibility for community-level planning and engagement, supported by CDRMCs and the relevant lead MDA responsible for the EWS. Planning for the response to EWS should be community focused and include ‘last mile’ connectivity for warning dissemination and communication ensuring warnings reach all those who need them. Local and community-based



plans should identify any highly vulnerable persons requiring assistance to evacuate or take other protective actions.

Government and non-government responders can use EWS to mobilise and preposition responders and logistical supplies. This requires EWS to be integrated into sectoral response plans.

2.9. Preparedness for Early Recovery

Preparedness for recovery involves several essential steps. This includes assessing recovery needs, developing institutional arrangements, preparing sector plans, implementing recovery interventions, and ensuring peoples' participation. When making plans for early recovery, it should be remembered that disasters may weaken in varying degrees the capacity of government and non-government organisations and local communities to assess, plan, and implement early recovery initiatives in a proactive and timely manner. Therefore, county, sub-county, and sectoral response plans should include references to how early recovery will be managed and achieved. A key element of this planning will be the establishment or identification of suitably trained teams to undertake Post Disaster Needs Assessment (PDNA).

The main goal of conducting a PDNA is to assist governments to assess the full extent of a disaster's impact and, based on these findings, to produce an actionable and sustainable recovery strategy for mobilising financial and technical resources. And, if necessary, request additional external cooperation and assistance to implement it, given the affected country's capacities, financial, technical, and institutional. More specifically a PDNA sets out the following objectives:

- i.** Support country-led assessments and initiate recovery planning processes through a coordinated inter-institutional platform integrating the concerted efforts of the United Nations system, the European Union, the World Bank, other participating international donors, financial institutions, and NGOs;
- ii.** Evaluate the effect of the disaster on:
- iii.** infrastructure and assets;
- iv.** service delivery;
- v.** access to goods and services across all sectors, particularly the availability of basic services and the quality of service delivery;
- vi.** governance and social processes; and



- vii.** Assessing needs to address underlying risks and vulnerabilities to reduce risk and build back better (BBB).
- viii.** Estimating the damage and loss caused by the disaster to physical infrastructures, productive sectors, and the economy, including an assessment of its macro-economic consequences;
- ix.** Identify all recovery and reconstruction needs;
- x.** Develop the Recovery Strategy outlining priority needs, recovery interventions, expected outputs and the cost of recovery and reconstruction which would form the basis for a comprehensive recovery framework;
- xi.** Provide the basis for mobilising resources for recovery and reconstruction through local, National, and International sources.

International agencies and NGOs have teams trained and experienced in PDNA and may provide invaluable assistance in early recovery.



Plate 2.1: Fire hazard drill at Kakamega Market 2019



3.0 INSTITUTIONAL FRAMEWORK FOR EMERGENCY RESPONSE

3.1. Overview: Incident Command System (ICS) for Emergency Response

The CEOP adopts the National Incident Command System (ICS) that establishes the structures, definitions, and ways of working that will be used to guide all emergency response and recovery activities in Kenya regardless of the emergency's scale or causation. The national ICS reflects the shared responsibility for emergency response between national and county governments, and the fact that most emergencies are resolved informally by communities and first responders.

The key objective in adopting a common ICS for more serious or widespread emergencies is to ensure that all responders have clarity and certainty about how responses will be managed and coordinated at the national, county and sub-county levels, enabling them to work together safely and effectively.

The Kenya ICS is flexible, enabling the response to any specific emergency to be framed around its nature and scale, recognising the role of lead, and supporting government responders. It maintains the principle of subsidiarity established in the Kenya Constitution (2010), with emergencies being managed and resolved at different levels of government depending on the circumstances. ICS can be applied by all responding national and county government responders, Non-Governmental Organisations (NGOs), and private sector responders, providing a mechanism for them to work together effectively.

3.2. ICS at county level

At county level, most emergencies will be resolved by communities themselves, supported by local first responders as part of their routine day-to-day activities. These emergency responses are coordinated informally by communities, or by first responders utilising their organisational ICS for field operations.

Larger or more significant emergencies may involve several first responder agencies and require more formalised coordination of responders at the scene of an emergency. Those first responders will follow their sectoral field ICS and where necessary establish a single incident command post at the scene where the senior commanders from each responding agency can meet, liaise, and share information.



Where the on-scene incident commander believes that the nature and scale of the emergency is such that provision of support and coordination remote from the scene of the emergency is required, a recommendation for an emergency declaration should be made to the Chair of the CDRMC, or their nominated duty officer. This recommendation will generally be made by the senior first responder working on the ground, with the request made through their service chain of command or control room. Equally, where the Chair of the SCDRMC becomes aware of an emergency within their sub-county and believes that an emergency declaration is necessary, they may also make that recommendation to the Chair of the CDRMC.

The Chair of the CDRMC will consider whether an incident reported to them requires an emergency declaration, and if so, whether it can be safely resolved at the sub-county level or whether a full county activation of the ICS is required. On the declaration of a Level 1 response only, they will inform the relevant SCDRMC Chair and request the establishment of a Unified Command at Sub-County level. For Level 1 events, they may also activate the CDRMC secretariat to monitor the situation or partially activate CDRMC to provide support to the SCDRMC.

Where circumstances suggest that emergency events may overwhelm the capacity of the resources in Sub-County but are unlikely to overwhelm the capacity of the county resources to respond and recover, the CDRMC Chair will declare a Level 2 response and fully activate CDRMC in addition to SCDRMC in the impacted Sub-Counties. The Chair of NDRMC, or their duty officer, should be informed whenever a Level 2 response has been declared and CDRMC fully activated.

Where circumstances suggest that an emergency has, or may, overwhelm a county and require mobilisation of national resources to respond and recover, the Chair of CDRMC will establish the Level 1 and 2 response arrangements within the county, and formally request support from the national Level through the Chair of NDRMC.

3.3. Key Principles for ICS

The Kenya National ICS establishes several guiding principles to be applied to emergency response. The following five principles are key:

- i. Engaged partnership:** Leaders at all levels must communicate and actively support engaged partnerships by developing shared goals and aligning capabilities so that no one is overwhelmed in times of crisis. Layered, mutually supporting capabilities at national, county and sub-county levels



allow for planning together in times of calm and responding together effectively in times of need. Engaged partnership includes ongoing communication of incident activity among all partners, and the development of a shared situational awareness for a more rapid response.

- ii. Tiered response:** Incidents must be managed at the lowest possible jurisdictional level and supported by additional capabilities and resources coordinated at a higher level when needed. When determining the appropriate command level, it is not necessary that each lower level be overwhelmed prior to the establishment of the next level.

Incidents begin and end locally, and most are wholly managed at the local level. Many incidents require a unified response from local agencies, NGOs, and the private sector, and some require additional support from neighbouring sub-counties or the county level. A small number require national operational or policy-level support. The Kenya ICS recognises this and is structured to provide additional, tiered levels of response that provide more resources or capabilities to support and sustain the response and initial recovery. All levels should be prepared to respond, anticipating the resources and actions that may be required. They must also undertake training and exercises to ensure that those capabilities can be deployed and managed effectively.

- iii. Scalable, flexible, and adaptable operational capabilities:** As emergency incidents vary in nature, size, scope, and complexity, and may escalate rapidly, response structures must be capable of adapting to meet requirements. The number, type, and sources of resources must be able to expand rapidly to meet needs associated with a given incident.

- iv. Unity of effort through a Unified Command:** The key objective for ICS is to ensure that all available resources and responders can be coordinated effectively. This is achieved by unifying the efforts of all responders at specific functional levels of command. These Unified Commands (UCs) are indispensable to response activities, establishing a clear understanding of the command structure and the roles and responsibilities of each participating organisation. Success requires unity of effort, which respects the chain of command of each participating organisation while harnessing seamless coordination across jurisdictions in support of common objectives.

The use of the incident command system (ICS) is an important element across multi-jurisdictional or multi-agency incident management activities. It provides a structure to enable agencies with different legal, jurisdictional, and functional responsibilities to coordinate, plan, and interact effectively.



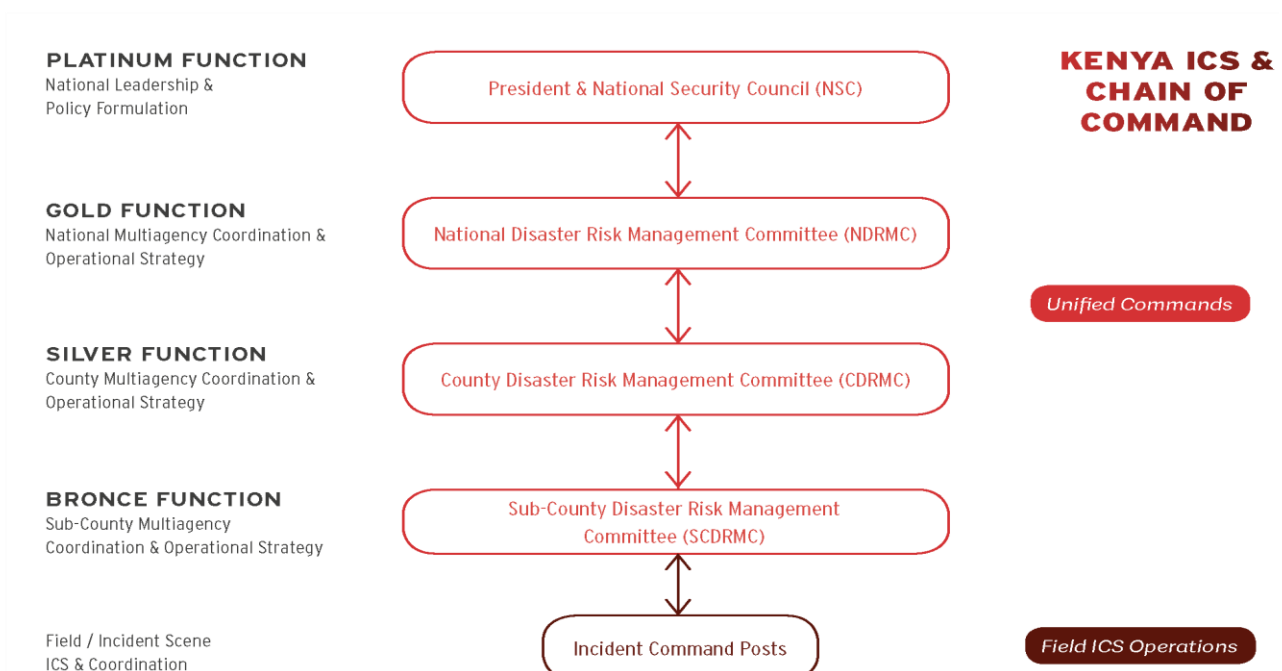
- v. Readiness to act:** An effective response requires the readiness to act balanced with an understanding of risk. From county to national governments, response depends on the ability to act. Thinking about future incident management requirements and acting early is imperative for incidents that have the potential to expand rapidly in size, scope, or complexity. For no-notice incidents, it is equally important to think about the future development of the emergency and to put in place emergency response structures to deal with the anticipated challenges and impacts, not just those immediately apparent.

Once response activities have begun, decisive action on the scene is often required of responders to save lives and protect property and the environment. Although some risk may be unavoidable, first responders can effectively anticipate and manage risk through proper training and planning.

3.4. ICS Structure and levels of Emergency Response

The Kenya National incident command system (ICS) provides a robust, all-hazard, multi-agency, and multi-sectoral framework for resolving any emergency regardless of scale or causality. It adopts a tiered disaster response approach, consistent with the Constitution (2010), and based on the principle of subsidiarity. It acknowledges that emergency response must be managed at the lowest possible jurisdictional level and supported by additional capabilities and resources coordinated at a higher level when needed.

FIGURE T4: Simplified ICS Command Hierarchy





To align with the Constitutional principle of subsidiarity and the National Disaster Risk Management Policy, the Kenya ICS creates formalised coordination and decision-making Unified Command (UC) Committees at four functional levels, each aligned to an existing level of government decision making. These are set out in **Figure T4** below.

Generally, emergencies start at the local level and most are resolved by communities and first responders informally or using field ICS. If the emergency develops and the impacts become more significant, the emergency response level will need to be escalated ‘bottom-up’ to meet the needs of the emergency, through the establishment of a multi-agency command post at the scene of operations, or a Bronze Level Unified Command at sub-county level. As events become more significant, they may require establishment of Unified Commands at county and national level, each providing an additional layer of support and decision making. These emergency levels and the role of national and local government are summarised in **Table T1** below:

Emergency Response Levels

Emergency Level	Definition of each level	Role of National Government	Role of county Government
No formal emergency declaration	Minor, localised, emergency events dealt with by community members or the protective, emergency and health services working within their normal arrangements.	None – general monitoring of the situation only.	None – general monitoring of the situation only.



Emergency Level	Definition of each level	Role of National Government	Role of county Government
Level 1	Significant localised emergencies that require, or may require, formalised support and coordination at the sub-county level.	Monitoring of the situation.	The formal declaration of a Level 1 emergency, activation of SCDRMC in the impacted sub-county, CDRMC activated to monitor the situation if required.
Level 2	Emergency events that have, or may: Have significant impact and consequences, or overwhelm the capacity of the resources in sub-county, but which do not overwhelm the capacity of the county resources to respond and recover.	Monitoring of the situation to determine whether Level 3 declaration is required, advisory role to support CDRMC if not.	The formal declaration of a Level 2 emergency, activation of SCDRMC in all impacted sub-counties. Activation of CDRMC to manage the county level response and resources, NDRMC duty officer informed.
Level 3	Emergency events that have or may; Overwhelm the resources available to a county; have significant and/or national consequences; and requires extensive	National coordination of emergency response and management of national response assets through the National Disaster Risk Management	Activation of SCDRMC in all impacted sub-counties. Activation of CDRMC to manage county-level response and coordinate use of county and national



Emergency Level	Definition of each level	Role of National Government	Role of county Government
	mobilization of national resources to respond and recover.	Committee with policy guidance provided through the NSC.	resources working at county level, liaison with NDRMC.
Level 4	Emergency events that have or may; Overwhelm the existing <u>national</u> response capacity; and require the President to seek regional/International assistance.	National coordination of requests for international cooperation and assistance through the National Security Council.	Activation of SCDRMC in all impacted sub-counties. Activation of CDRMC to manage county-level response and coordinate use of county, national and international resources working at county level, liaison with NDRMC.

3.4.1 Determining the appropriate emergency response level

It should be noted that in selecting the most appropriate emergency response level, it is not necessary to wait for each lower level be overwhelmed before making a higher-level declaration and establishing the associated higher-level command structure. Although most emergencies start locally and then escalate, requiring higher levels of incident command structure to be established, some incident declarations and their associated command structures may also be put in place to meet the future anticipated needs of an event and ensure that command structures and resources are immediately available when needed. Examples include recognition of a developing ‘slow onset’ emergency requiring a national declaration of emergency level, or following an early warning at



National, or County level, such as a warning of a significant flood event expected to impact large parties of the county.

Taking the example of a significant flood event, a Level 2 emergency may be declared at the county level in response to an advanced warning. On the declaration of a Level 2 emergency by the CDRMC Chair, incident command and associated UC structures at county level and in all sub-counties expected to be impacted by the flooding will occur simultaneously. Making an emergency declaration at the county level based on early warning allows UCs to be activated some hours before the flooding starts to impact communities and sub-counties. This early declaration of an emergency level enables local warnings to be given and evacuation and other community-level plans to be enacted. It also ensures that UCs and responders are organised and on stand ready to immediately manage the impact of, for example, a flood, once it starts to impact.

An important feature of this flexible and integrated national system in the Kenya ICS is that the various levels of incident management form a single, robust, chain of command. Hence, once an incident level has been declared, all incident management structures beneath it in the must also be put in place to maintain that chain of command. For example, if a Level 3 emergency is declared and National Disaster Risk Management Committee (NDRMC) is activated, corresponding County Disaster Risk Management Committees (CDRMCs) and Sub-County Disaster Risk Management Committees (SCDRMCs) must also be activated in impacted counties and sub-counties.

In determining the appropriate level of a specific emergency, and therefore the required level of incident command and management, an evaluation must be made that considers both the scale and consequences (or potential consequences) of the event.

Most emergencies are resolved by communities coordinating informally, or by government agencies and first responders using their sectoral field incident command systems (ICS) without the need to make a formal emergency declaration or establish a unified command. However, where the emergency requires additional resources or coordination that cannot be managed by communities and local responders working alone, a formal emergency declaration is required. These declarations may be made as follows:



Level 1 event are declared by the Chair of the CDRMC in consultation with the Senior Officer of the responding agency on the ground and the Chair of SCDRMC. Level 1 events may be triggered in one of two ways:

- a. When the senior responder on the ground believes that local operations require additional or external support and coordination the senior representative of lead responding agency must liaise with the Chair of the CDRMC or their nominated Duty Officer who may then determine whether to make a formal Level 1 declaration based on the best information available at the time.
- b. Where the Chair of the SCDRMC is aware of a significant emergency underway at the sub-county level, they may contact the Chair of the CDRMC or their nominated Duty Officer who may then determine whether to make a formal Level 1 declaration based on the best information available at the time.

Level 2 events will be declared by the Chair of CDRMC. They will activate CDRMC and SCDRMCs in all impacted sub-counties. Whenever a Level 2 emergency is declared, the Chair of CDRMC must inform the Chair of the NDRMC, or their appointed Duty Officer. When informed about a Level 2 declaration, the Chair of NDRMC must determine whether to monitor the situation or formally declare a Level 3 emergency and activate NDRMC.

Level 3 events will be declared by the Chair of the NDRMC. Where Level 3 has been declared, the Principal Secretary (PS) responsible for Disaster Risk Management will advise and provide all the relevant information to the Cabinet Secretary (CS), Ministry responsible for Disaster Risk Management. The CS will advise the National Security Council (NSC) to advise them of the situation and to request their advice on requirements for activation of NSC to provide policy guidance or consider the declaration of a Level 4 emergency.

Level 4 Events will be declared by His Excellency the President on the advice of members of the National Security Council. They will advise the President whenever circumstances warrant a Level 4 declaration and will make any additional policy recommendations as required.

The system for designation of emergency response levels is designed to offer maximum flexibility by avoiding fixed definitions for incident level and command functions. This enables decision-makers at each level to use professional judgement based on the precise circumstances of each emergency. Under the Kenyan Constitution 2010, these judgements must reflect the aim to resolve

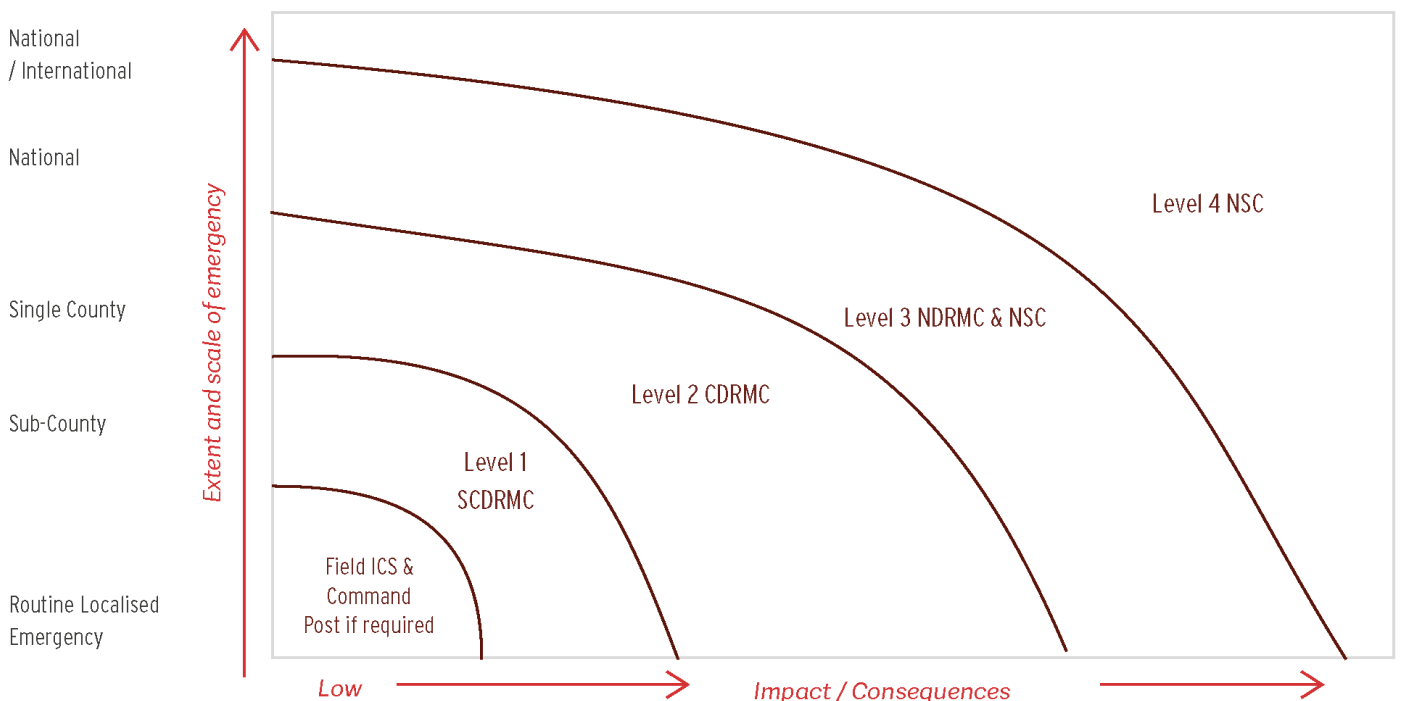


incidents at the lowest possible jurisdictional level with additional coordination and resources provided from a higher jurisdictional level when needed.

The Kenya ICS also recognises that some professional judgement is required to evaluate the relationship between the extent of any emergency and its consequences or potential consequences. For example, an event with relatively low impact may still warrant national declarations and coordination if that impact was spread across the entire country. Conversely, some events, such as a terrorist attack, may be highly localised but because of the consequences of the attack, national declarations and coordination may be required. The relationship between incident levels and the ICS structures are further set out in **Figure T5** overleaf.

3.5. International/Mutual Aid

FIGURE T5: Emergency and Incident Command Levels



Source: Consultant 2020

If a Level 4 emergency is declared by His Excellency the President on the advice of members of the National Security Council, the NDRMC will be tasked with putting in place logistical arrangements to facilitate the receipt and deployment of international assistance as required. However, the NDRMC will need to liaise with CDRMC to prepare for the arrival and deployment of any international responders at county level. Whilst the providers of any incoming mutual/international aid may implement their own ICS to manage and coordinate their resources, it is important that their efforts are coordinated with through the Kenya ICS and coordination structures at National, county, Sub County, and on scene levels.

The NDRMC, in consultation with the CDRMC, will address potential issues or challenges arising at county and sub-county levels. This will include, but is not limited to:

- i.** Systems to gather and then communicate detailed information on the specific assistance required at county and sub-county level, conditions on the ground, potential length of deployment, and safety/logistical support available for incoming teams.
- ii.** Clarification for CDRMC of any cost, insurance, and liability issues not already addressed at the National level.
- iii.** Clarification for CDRMC of any arrangements for national certification and credentialing of any incoming professionals, such as doctors or engineers
- iv.** Identification of local counterparts who can plan for the arrival of incoming teams and who will make all the necessary logistical arrangements for their effective deployment.
- v.** Identification of local counterparts who will be seconded to incoming teams to act as the focal point for liaison between the international team and county level counterparts, provide local intelligence, guidance, and direction, and ensure the team dovetails into Kenyan ICS and the associated communication arrangements.
- vi.** Any logistical support necessary, including transport, accommodation, fuel, food, and water.

Further practical information on coordination of incoming international emergency teams may be found in the United Nations guidance on On-Site Operations Coordination Centres (OSOCC).



3.6. Unified Command (UC)

3.6.1. UC General Overview

‘Unified Command’ may be defined as ‘a system that allows decision-makers representing different MDAs, jurisdictions, private sector and i/NGOs that share responsibility for the incident response to come together and form a committee to manage the response from a single emergency operations centre or incident command post, allowing agencies with different legal, geographic, and functional authorities and responsibilities to work together effectively without affecting individual agency authority, responsibility, or accountability.’ (US Federal Emergency Management Agency, 2005).

In the Kenyan context, formal UC structures are established at each of the four functional levels of emergency response, national policy, national operations, county, and sub-county. The CEOP provides detailed guidance about arrangements for UCs at the county and sub-county levels. The NERP details the arrangements for national policy and operational UCs and provides an overview of national structures and policy.

Each UC comprises both a UC decision-making Committee and a supporting secretariat. That supporting secretariat is formed of a Command and General Staff undertaking specific support roles as set out in **Section 3.7**. The Kenya ICS is an ‘all-hazards’ system, so as each hazard and emergency type will involve different MDAs, government departments, and responder agencies, the makeup of each UC formed to deal with a specific event may also vary depending on the needs of the situation.

3.6.2. UC at County Level

The County UC committee is formed by the County Disaster Risk Management Committee (CDRMC) and at Sub County level by the Sub County Disaster Risk Management Committee (SCDRM). Both are multi-agency and multi-sectoral bodies. Both CDRMC and SCDRM will be supported by a secretariat formed of a command and general staff undertaking specific support roles. The secretariat structure is the same for both county and sub-county and further details are set out in **Section 3.7**.

The CDRMC has several core committee members required to play an active role in any emergency that arises, and additional invited members appointed for their specialist knowledge and expertise depending on the nature of the emergency and the range of organisations involved. The UCs must



invite and fully involve representatives from all relevant MDAs, government departments, and other non-government organisations, such as NGOs and the private sector, that bring the sector-specific knowledge, skills, and understanding necessary to ensure the emergency can be resolved safely and effectively. The precise make up, leadership and membership of UCs and their supporting secretariat can be adjusted to take account of the nature of the emergency and the different lead and supporting MDAs involved.

Although they are not designated as core UC members, in many instances, invited members will represent MDAs having statutory responsibility to lead certain elements of response. The establishment of UCs at county and sub-county level does not seek to change the statutory role and responsibilities of lead MDAs: it simply provides a structure within which they can fulfil those responsibilities whilst coordinating their activities with others following national ICS.

For example, an air accident involving a large passenger aircraft may require the coordination of multiple MDAs at the scene of the incident, at the sub-county, county, and national level. Each responding MDA will be acting under its statutory duties and capacities, but their activities are coordinated through the National ICS and UCs. In this example, the Kenya Civil Aviation Authority (KCAA) may not routinely be involved in emergency response, but in this instance, it would be essential that they were invited to join UCs at the relevant level to bring their sector-specific experience and to coordinate their activities for regulation and oversight of aviation safety and security under the Civil Aviation (Amendment) Act, 2002, and the Civil Aviation Act (Aeronautical Search and Rescue) Regulations 2018.

Invited members may also play a key role in the delivery of key secretariat and technical functions. For example, during a health emergency, the Ministry of Health may take the lead within the UC and additional health experts may be appointed to lead specialist secretariat functions such as Operations Section, Planning Section, etc. Similarly, an emergency involving agriculture, crops, livestock, or fisheries would require representation from those MDAs, government departments, and NGOs involved in that field, supporting the core UC membership, including county government and emergency first responders.

Core and Invited members of the CDRMC are listed in **Annex T2**. Members of the SCDRMC should be listed in the sub-county Emergency Operation Plan.



Whilst each UC has its specific area of responsibility within the national system, they also form a single coordination and decision-making hierarchy or chain of command, from sub-county to national policy level. Once an emergency has reached the stage where it can no longer be managed entirely on-scene by communities and first responders, and a formal emergency response level declaration has been made, the associated parts of the ICS structure are activated at the county level. For example;

- i. In response to a Level 1 declaration, responders working in the field will continue to coordinate their on-scene operations and will report to the SCDRMC who will provide direction and coordinate the sub-county response.
- ii. In response to a Level 2 declaration, responders working in the field will continue to coordinate their on-scene operations and report to the SCDRMC who will provide direction and coordinate the sub-county response, SCDRMC will report to CDRMC who will coordinate the county level response and liaise with national level as required.

To avoid duplication of effort and confusion during a fast-paced emergency response, the ICS introduces the principle of unity of command'. Unity of command is achieved when each decision-maker, or decision-making committee, only reports to one supervisor and receives work assignments and orders from only that one supervisor. The ICS ensures that there is no confusion amongst individuals or committees about what they are required to do, and from whom they should take instructions/orders. A unified command maintains Unity of Command as individual decision makers within each organisation and within each UC committee only report to one supervisor and only receive instructions from one supervisor.

For example, the Incident Commander at the scene of operations only receives direction from the Chair of SCDRMC, the Chair of SCDRMC only receives direction from the Chair of CDRMC, the Chair of CDRMC only receives direction from the Chair of the NRDMC, and the Chair of the NRDMC only receives direction from the Chair of the NSC.

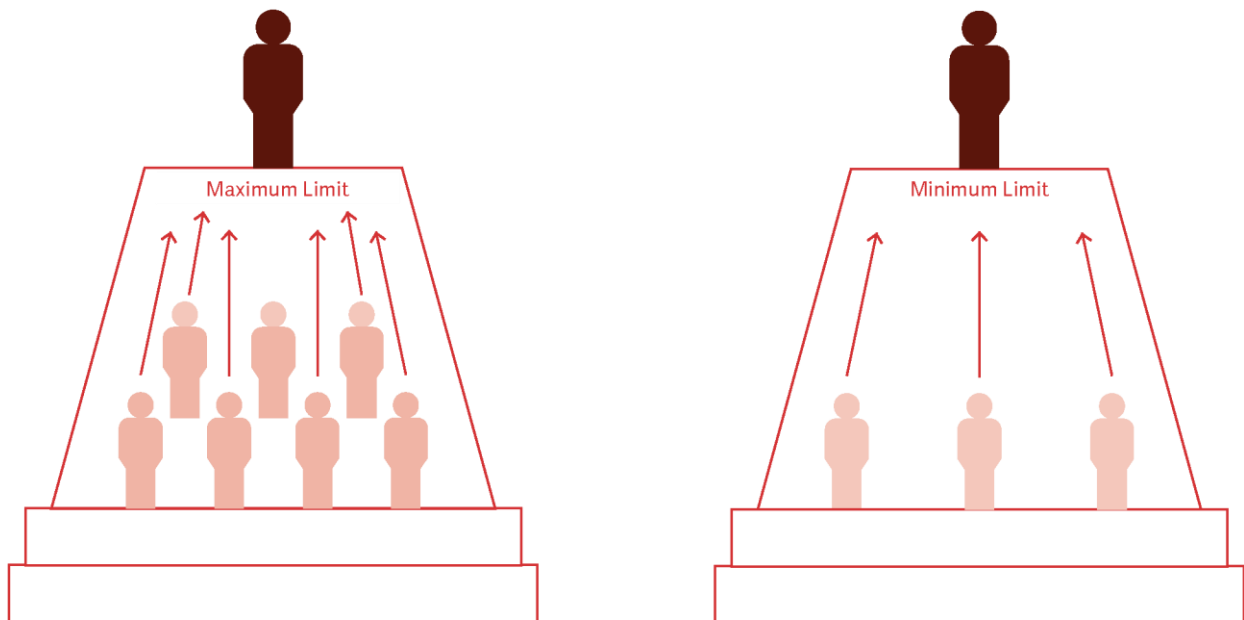
During any emergency, Incident Commanders of responding organisations and Chairs of UCs will be under significant pressure and will need to consider a wide range of data and information before coming to command decisions that could have very significant consequences for the safety of the public and responders. To reduce the risk of individuals becoming overwhelmed by the situation



with multiple subordinates asking for orders, the number of responsibilities and resources being managed by any individual within the ICS needs to be managed.

International research into incident command and management has identified that any single person's span of control during emergency operations should be limited to between three and seven individuals, with five being ideal. In other words, one manager should have no more than seven people working under them at any given time. If more than seven subordinate commanders are being managed by an individual, then they are being overloaded and the command structure needs to be expanded by delegating responsibilities (e.g. by defining new sections, divisions, or task forces). If fewer than three, then the position's authority can probably be absorbed by the next highest rung in the chain of command.

FIGURE T6: Span of Control



Source: Adapted from FEMA ICS Leadership and Management Guide, 2005



3.6.3. Emergency Operation Centres

The CDRMC and the SCDRMC will convene and undertake their duties at a nominated Emergency Operations Centre (EOC). The EOCs will differ in facilities, complexity, and sophistication depending on their location and role. The EOC for CDRMC and their secretariat is:

S/N	EOC	LOCATION	CONTACT	Security Restrictions
1	Headquarter	Mwanda (adjacent to urban planning office) (between Kakamega Law Courts and Amalemba Primary along Ephraim Andere Road).	P.O Box 36 – 50100, Kakamega EOC Tel no. 056-2031155.	The entrance is managed by the county security and identification details must be recorded before entrance
2	Southern region	Mumias Market	Yet to be established	
3	Northern region	Lugari Market	Yet to be established	

3.6.4. UC External Advice and Support

Historically, specialist committees have been developed to address response to specific hazards and risks, ranging from issues such as national security to health emergencies. Each of these committees implemented slightly different response arrangements and coordination structures. The Kenya ICS and UC system replace these ad hoc committees and introduces a single multi-hazard and multi-disciplinary structure for emergency response.

Members of ad hoc committees have built up a great deal of experience in their field, and as many committee members are senior experts in government, NGO, or private sector organisations, they are likely to be appointed to a CDRMC in their own right. Where recognised county experts are not automatically appointed to a UC committee as a core or invited member, their experience may be harnessed by incorporating them into the UC secretariat support staff as set out in **Section 3.7**.



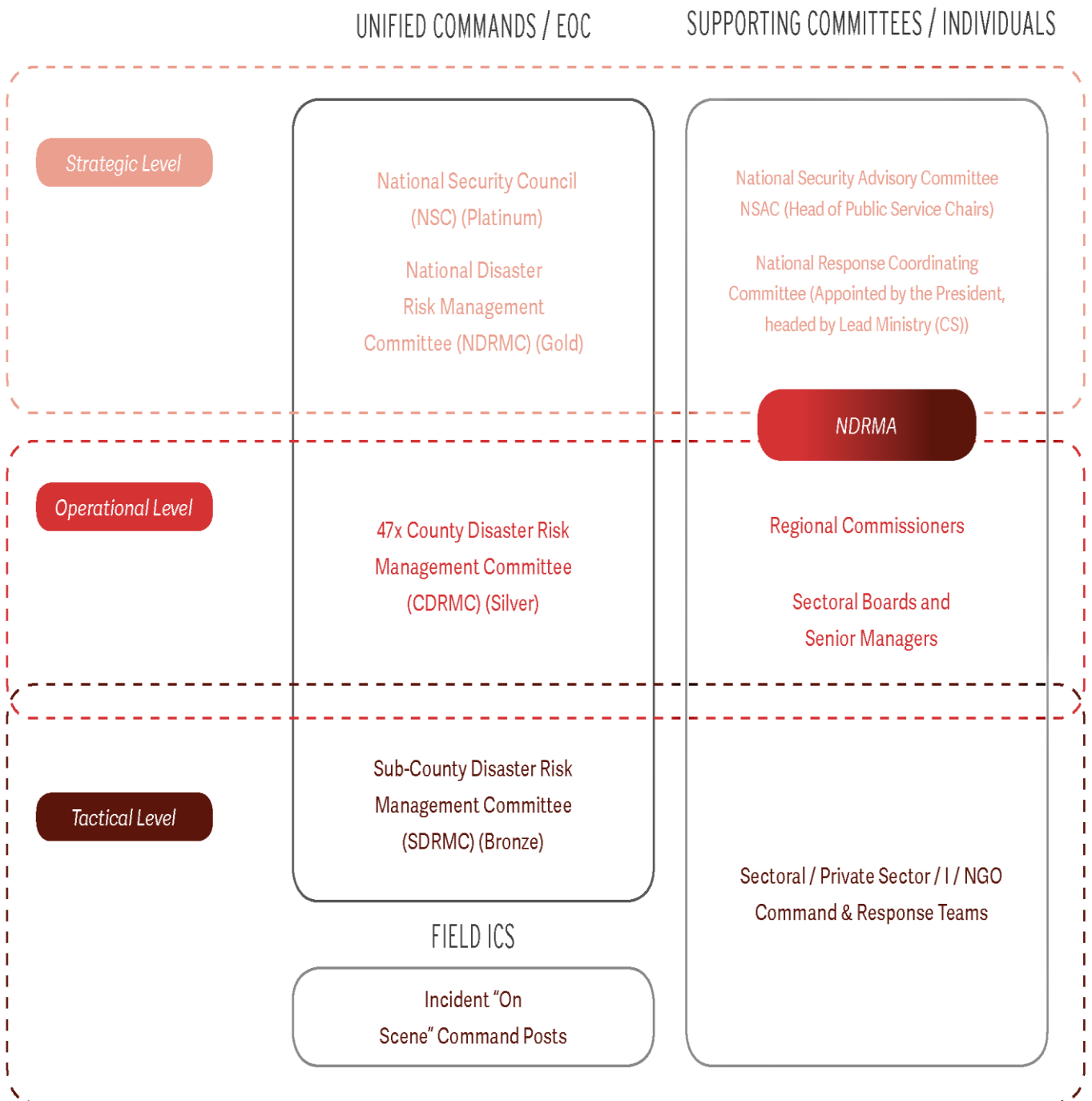
The Constitution gives national and county governments shared responsibilities during an emergency response. In recognition of this, the Kenya ICS establishes UCs at county and national levels. Although the ICS does not establish a separate regional level UC, Regional Commissioners nevertheless play a key supporting role in emergency response. Their primary role is to provide assistance to both national and county UCs, ensuring effective coordination between different jurisdictions. They are also ideally placed to provide any necessary guidance and support to CDRMC, ensuring the effective use of resources.

To maintain the unity of command and avoid duplication and confusion, committees, individuals, or bodies supporting CDRMC or SCDRMC in their work are not authorised to issue orders or directions to responders, or to issue public instructions. Any recommendations for action from supporting individuals or bodies must be passed to CDRMC or SCDRMC, where they will be considered, and if necessary, instructions will be issued through the established chain of command.

An overview of the national ICS structure, including both Unified Commands and some examples of committees and individuals that may provide support to UCs at the Strategic, Operational and Tactical Levels, is set out below in **Figure T7**, below:



FIGURE T7: Unified Command and Supporting Committee Structure



Source: Adapted from National ICS graphic provided by the National Disaster Operations Centre, Kenya

3.6.5. Primary Functions of the UCs at each level

At each of the four functional command levels, the primary objective for each UC is to enable all MDAs, government departments, and responders to come together at the UC Committee to jointly gather and share information, assess the situation and associated risks and then develop an Incident Action Plan (IAP) designed to save lives, safeguard the environment, protect property, and ensure a swift return to normality. Further detail on IAPs is set out in **Section 3.6.7**.

In addition to these generic responsibilities, each level of command also has a primary functional role in the overall ICS as follows;

Platinum Function: Platinum level UC, established by the NSC, is the highest-level UC in the Kenyan ICS and acts as the senior government level policy-making body, establishing policy guidelines and strategic objectives for an emergency response to which all other UCs and parts of the government will conform. A specific function for the Platinum Level of UC is to ensure effective coordination across ministries to guarantee a whole of government response to any major disaster response, and to engage with, and maximise the contribution of international agencies, NGOs and the private sector. If it is considered that additional legislation, funding, or international assistance may be required, members of the Platinum Level UC are also responsible for advising His Excellency the President accordingly.

Gold Function: The Gold Level of UC, established by the NDRMC, is responsible for the management and coordination of strategic operations at the national level. It allows the strategic level heads of all relevant MDAs, including international agencies, NGOs, and the private sector heads as appropriate, to blend together and create an integrated emergency management team. Members of the NDRMC, supported by its command and general staff along with other strategic advisory committees and entities, will work together to develop a national overview of the operational situation, including an assessment of hazards, risks, options, and priorities for response. Based on this information gathering and understanding, the Gold Level UC is responsible for producing a National Incident Action Plan that establishes the strategies and operational objectives that will be followed by national responders, and they will be responsible for facilitating, coordinating, and supporting any incoming international assistance. In addition to managing national operations, the Gold Level UC will provide clear guidance to county level responders on what national objectives should be incorporated into their sectoral plans. Where the Platinum Level UC is established, the operational strategies developed by the Gold Level will be designed to



deliver the policy outcomes determined by the Platinum Level. The Gold Level UC will ensure the effective sharing of information with all MDAs and responders and will coordinate all response activities at the National Level to maximise the use of all available resources and enhance the efficiency of the individual response organisations.

Silver Function: The Silver Level of UC, established in each impacted county by CDRMC, is responsible for management and coordination of the operational response at the county level, including coordination of any national or international teams deployed in the county area. The CDRMC enables all responding MDAs, private sector and NGOs to come together at a county EOC to coordinate their activities and establish a county level Incident Action Plan that will address the strategic objectives set by the Gold Level in the context of local priorities and circumstances, and any additional local priorities identified. The CDRMCs will monitor and manage the resources available to them at the county level and support and monitor the response at sub-county level, ensuring effective coordination and use of resources across jurisdictions within the county.

Bronze Function: The Bronze Level of UC, established in each impacted sub-county by SCDRMC, is responsible for management and coordination of sub-county resources and community members, and for provision of support to communities, government agencies and responders working at the scene of an emergency, or at the village or ward level. In doing so, SCDRMCs will undertake two vital functions. Firstly, they are responsible for liaising with communities and responders in the field in order to monitor and coordinate tactical operations on the ground. They are also responsible for liaising with the CDRMC to keep them apprised of the situation on the ground, requesting additional resources and assistance where needed, and receiving direction on operational objectives and priorities to be applied at the sub-county level. Secondly, the SCDRMC will also formulate a sub-county level Incident Action Plan that sets out the tactics necessary to achieve the objectives established by the county level UC and take responsibility for monitoring the delivery of those tactics.

Note: Field operations do not require the establishment of a formal UC or an EOC and will be managed through the field Incident Command System (ICS) operated by each responding MDA. Where a Level 1 emergency has been declared and a SCDRMC activated, multi-agency responders working in the field may coordinate their activities through an on-scene Incident Command Post where necessary.



The establishment of the ICS system applicable to all responders, with UCs forming a functional chain of command linking emergency response planning and management at national policy, national operations, county and sub-county level delivers the following benefits:

- A single set of strategic objectives is developed for the entire incident, set by the Chair of the highest-level UC activated for any specific incident. For national events, this will be the President, advised by the NSC in consultation with senior decision-makers from each government and non-government entity involved.
- A consistent, unified, and collective approach is used to establish policy objectives and then develop plans to achieve them at the strategic, operational, and tactical levels. The same robust structures are then used to monitor and manage the delivery of agreed actions.
- Information flow and coordination are improved among all government and non-government entities responding to the emergency as the chain of command provides clarity and certainty for all responders and maintains the unity of command.
- The establishment of multi-agency and multi-sectoral UCs ensures that all MDAs, NGOs, and private sector operators involved in emergency response can share information, and gain a common understanding of the operational picture, enabling them to agree on joint priorities and identify any restrictions limiting response options. All involved responders will not only gain clarity about what their partners plan to do, but what they do not plan to do.
- UCs provides a collaborative forum that ensures that no MDA or sectors' legal authorities or responsibilities will be compromised or neglected.
- Such governance allows for collective approval of operations, logistics, planning, and finance activities.
- The structure also enables shared EOC facilities and makes the best use of specialist command and general staff, supporting committees and expert groups.
- Finally, the structure amalgamates a single all-hazard, multi-agency and multi-sectoral approach to ICS. This enhances resilience at all levels, reduces training and response costs, maximises efficiency, and minimises communication breakdowns.

3.6.6. UC Incident Action Plans

The IAPs will be produced by each UC to guide and direct their response to any emergency. IAPs will be compiled by CDRMC or SCDRMC secretariat as set out in **Section 3.7** below. Such a



Secretariat structure includes an Operations Section Chief, who will produce draft IAP for consideration by the CDRMC or SCDRMC Committee. The CDRMC or SCDRMC Chair will ensure that IAPs are discussed, considered, and agreed by committee members, who will then pass instructions to their own organisations accordingly and monitor its implementation. In developing IAPs, the CDRMC or SCDRMC will have to address three primary considerations:

Situation: what is happening, what are the impacts, what are the risks, what might happen, and what is being done about it? Situational awareness is having appropriate knowledge of these factors.

Direction: what end state is desired, what are the aims and objectives of the emergency response and recovery efforts, and what overarching values and priorities will inform and guide this?

Action: what needs to be decided, what resources are needed, what needs to be done, and by who, to resolve the situation and achieve the desired end state?

Having considered these issues, IAPs developed for each UC must set out such information as may be required for the effective management of the emergency response, such as;

- i. **What** are the aims and objectives to be achieved or tactics to be deployed?
- ii. **Who** is responsible for key actions? Is it the ministry, police, fire, ambulance, local government, NGO, or partner organisations?
- iii. **When** will action occur and what are the timescales, deadlines, and milestones?
- iv. **Where** will such response occur and in what specific locations?
- v. **Why** will activities occur in this sequence and order? What is the rationale? Is this consistent with the overall strategic aims and objectives established by a higher-level UC?
- vi. **How** are these tasks going to be achieved?

The CDRMC IAP will describe the emergency situation in the county, including its current and future anticipated impacts. It will describe the emergency response operation being undertaken at the sub-county and field level, and both the resources currently deployed and any additional resources required. Importantly, the CDRMC IAP will set out the county level emergency response goals and objectives that must be incorporated into IAPs produced at sub-county levels. Where a NDRMC has been established in response to a Level 3 or Level 4 event, national objectives from the NDRMC IAP will be incorporated into the county IAP. The county IAP will



address any strategic objectives that have been set by NDRMC and add any county-level operational priorities.

Sub-county IAPs will be primarily tactical documents, adopting the operational response goals and objectives from the county IAP and adding any local priorities. Sub-county IAPs provide further details about the actions and tactics required at the sub-county or on-scene level to deliver the operational plan developed at county level. A template for IAP that can be used at county and sub-county is set out in **Annex 3**.

3.7. Unified Command Secretariat

The constitution and membership of CDRMC, including lists of standing members and secretariat staff, are set out below in **Annex 2**. A Standard Operating Procedure for establishment and operation of an UC EOC is set out in **Annex 3**.

The CDRMCs and SCDRMCs are supported by a secretariat consisting of two specialist staff groups. These staff groups will be established as required to meet the specific needs of the emergency or disaster:

- i. **A UC Command Staff**, comprising specialists in public information, safety, external relations, and legal matters.
- ii. **A UC General Staff**, comprising specialists in operations, planning, logistics, and finance/administration.

Command and general staff functions may be established as required to meet the type and nature of the emergency, there is no requirement to fully establish each group if the circumstances do not require them. For CDRMC, the general staff group functions will generally be undertaken by a multiagency team as circumstances and resources dictate. For SCDRMC, this function may be undertaken by a single member of specialist staff or a multi-agency team, as necessary.

Not all specialist secretariat staff need to join the UC and sit permanently at the EOC facility during an emergency event. Some highly specialist command staff functions, such as legal counsel, may be performed by specialist advisors that work remotely and provide support and advice as requested.



The key issue is that arrangements should be in place to ensure that CDRMC and SCDRMC members have immediate access to appropriate legal advice if required.

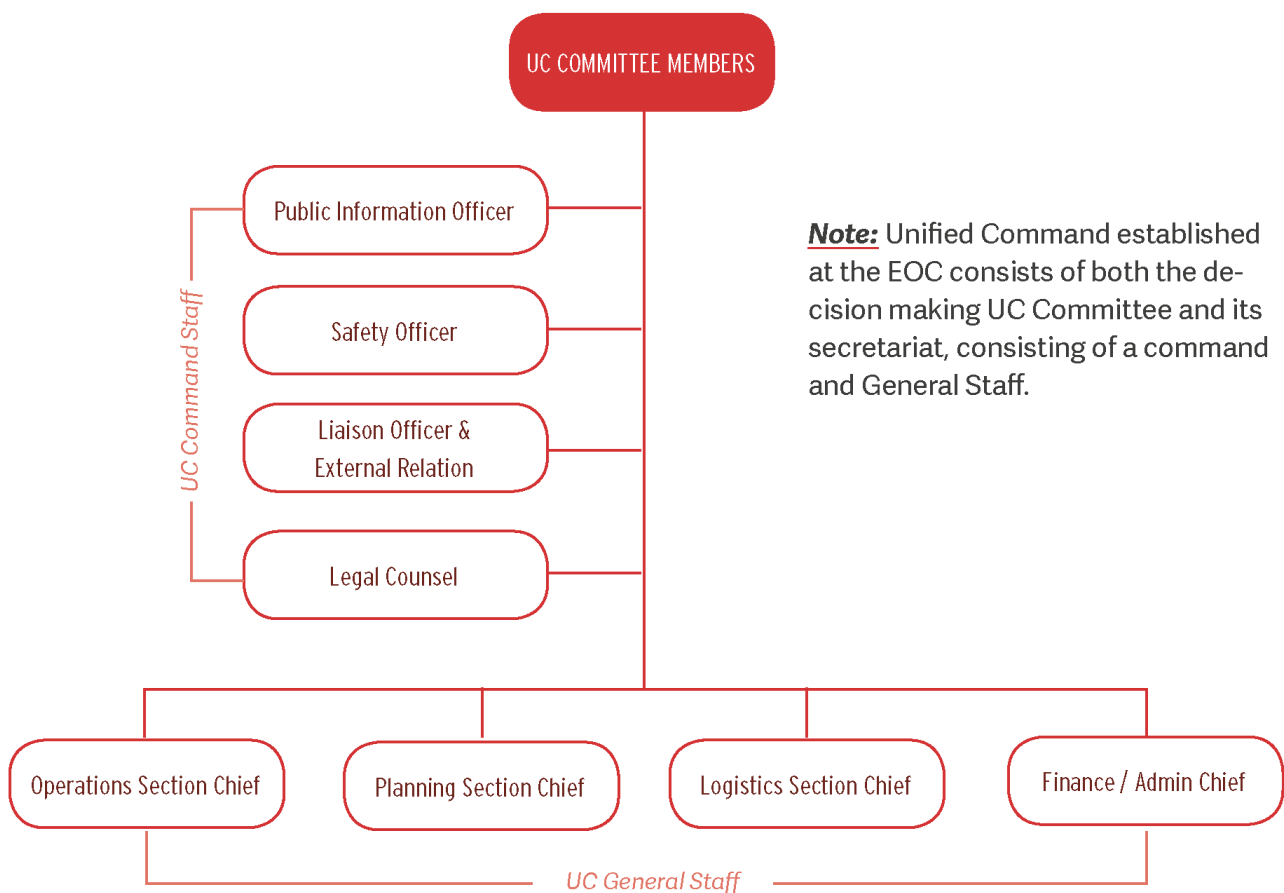
A list of county-level staff trained to undertake specific command and general staff duties are set out in **Annex 2**. Additional experts and specialist staff may be invited to undertake command or general staff functions as required by the needs of the emergency.



An overview of the UC structure formed at the Emergency Operation Centre (EOC), including the UC Committee and the command and general staff functions providing secretariat support, is shown below

FIGURE T8: Overview of the Unified Command Committee and Staff Structure

UNIFIED COMMAND EOC STRUCTURE



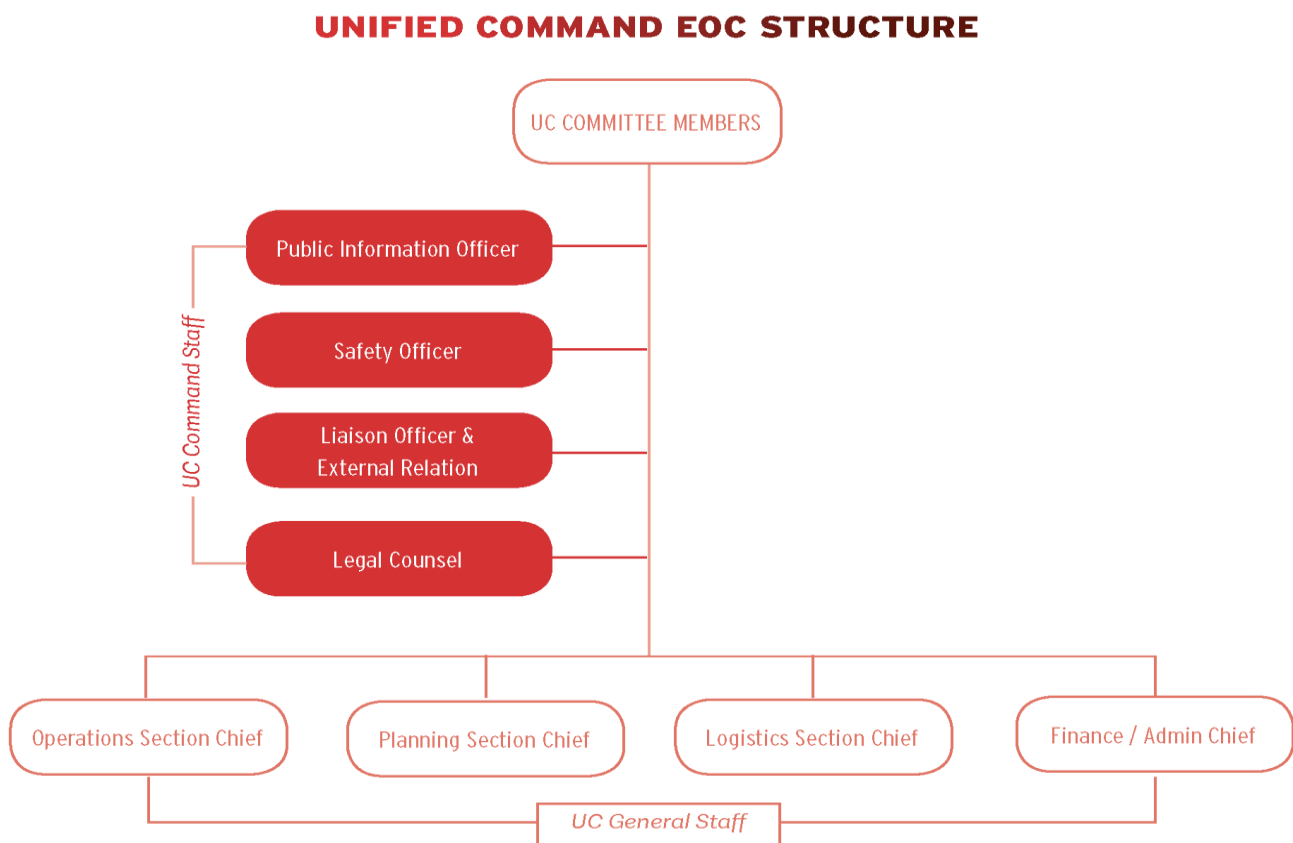
Source: Adapted from FEMA ICS Leadership and Management Guide, 2005

in **Figure T8**.

3.7.1 Command Staff Structure

The command staffs are primarily responsible for providing support and information to the CDRMC or SCDRMC, for providing an authoritative source of public information, and interacting with external bodies that are not fully represented within the UC structure, such as the media and private businesses. Command staff functions at county and sub-county level may be activated to support the UC as required. An overview of the command staff function is set out in **Figure T9** overleaf.

FIGURE T9: Overview of the Unified Command, Command Staff Structure



Source: Adapted from FEMA ICS Leadership and Management Guide, 2005

3.7.1.1. Public Information Officer

The Public Information Officer is responsible for developing and releasing information about the incident to the news media, to incident personnel, and to other appropriate agencies and



organisations. The Officer may have assistants as necessary, and the assistants may also represent assisting agencies.

The following are the major responsibilities of the Public Information Officer, which would generally apply on any incident:

- a.** Determine from the UC Committee Chair if there are any limits on information release;
- b.** Develop material for use in media briefings;
- c.** Obtain the UC Committee Chair's approval of media releases;
- d.** Inform the media and conduct media briefings;
- e.** Arrange for tours and other interviews or briefings that may be required;
- f.** Obtain media information such as video footage etc. that may be useful to incident planning;
- g.** Maintain current information summaries and/or displays on the incident and provide information on the status of the incident to assigned personnel;
- h.** Maintain a unit log.

3.7.1.2. Liaison Officer

County and sub-county level incidents are generally multi-jurisdictional or may have several public and private agencies involved. In addition to government responders, there may be a large number of NGOs, businesses, community, and other groups involved in response and recovery efforts, not all of whom may be represented in the UC structure.

The Liaison Officer provides a single point of contact for those assisting or cooperating agencies that do not have a representative at UC. Their key duties are to;

- a.** Be a contact point for agency representatives;
- b.** Maintain a list of assisting and cooperating agencies and key agency representatives;
- c.** Assist in establishing and coordinating interagency contacts;
- d.** Keep agencies supporting the incident aware of incident status;
- e.** Monitor incident operations to identify current or potential inter-organisational problems;
- f.** Participate in planning meetings, providing current resource status, including limitations and capability of assisting agency resources;
- g.** Maintain a unit log.



3.7.1.3 Safety Officer

The Safety Officer's function is to develop and recommend measures for assuring personnel safety, and to assess and/or anticipate hazardous and unsafe situations. Only one Safety Officer will be assigned to the UC. The Safety Officer may have assistants as necessary, and the assistants may also represent assisting agencies or jurisdictions.

The Safety Officer's responsibilities are to advise decision-makers at the UC Committee on safety matters and include (but are not limited to):

- a.** Participate in planning meetings;
- b.** Identify hazardous situations associated with the incident;
- c.** Review the Incident Action Plan for safety implications;
- d.** Exercise emergency authority to stop and prevent unsafe acts;
- e.** Assign assistants as needed;
- f.** Maintain a unit log.

3.7.1.4. Legal Counsel

A legal specialist or legal counsel may be assigned directly to the command staff to advise the CDRMC or SCDRMC on legal matters, such as emergency proclamations, the legality of evacuation orders, isolation and quarantine, and legal rights and restrictions pertaining to media access. In case of any disagreement within the UC Committee in relation to the exercise of legal powers, or relating to authorities delegated to officers of MDAs, the legal counsel may be asked to provide a legal opinion to the UC Committee. The legal counsel may not be required to attend the UC in person for the full duration of any emergency, so long as suitable arrangements are in place for the UC Committee to have immediate access to a definitive legal opinion.

3.7.2 General Staff Structure

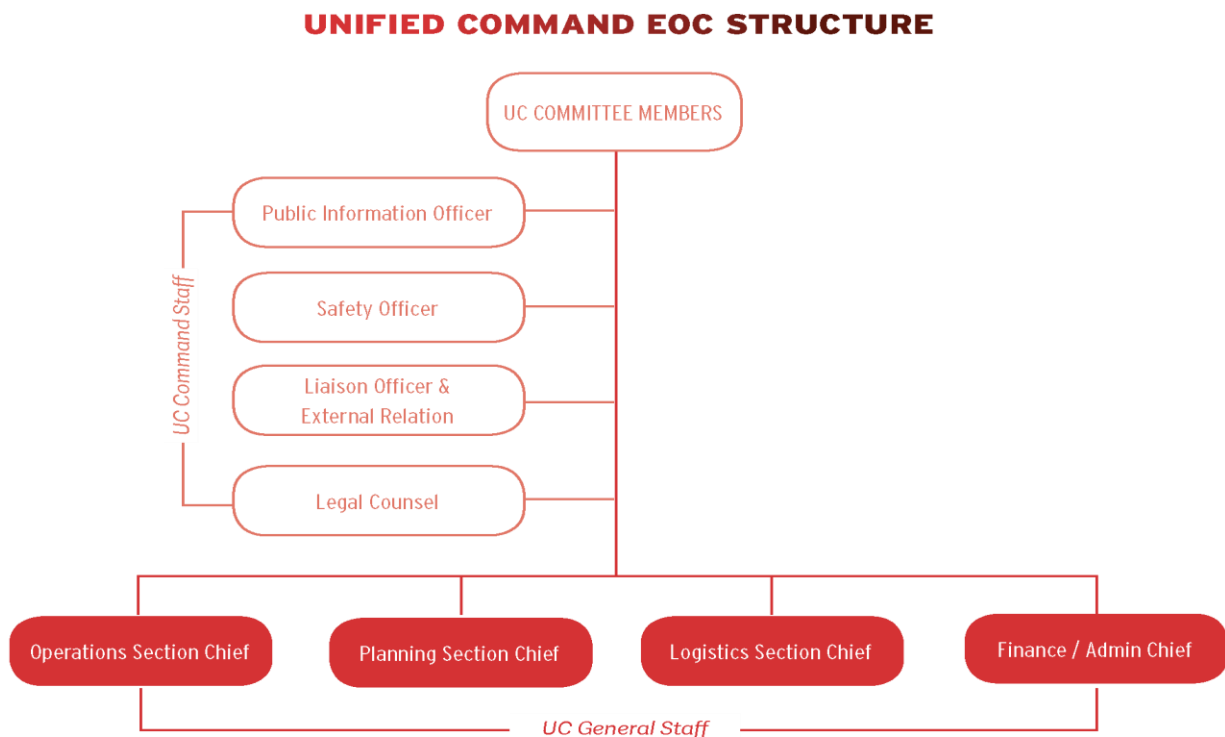
The General Staff functions set out in Figure T10 below are primarily focussed on the direction and support of emergency response and recovery operations at CDRMC and SCDRMC. In addition to reporting to committee members within their UC, specialists appointed to the general staff will



liaise with their opposite numbers at other levels of UC, improving communications between each level of the UC structure from sub-county to national levels.

General staff sections may be activated and staffed depending on the circumstances and specific requirements of the emergency. At county and sub-county level, sectional responsibilities may be undertaken by individual officers, or teams of specialists depending on the nature and demands of the emergency. Each section may also be sub-divided, and specialist sub-groups established to work on specific areas of operation. For example, during a major flood impacting much of the county, the Operations Section at CDRMC may require specialist individuals or subgroups representing key operational functions such as search and rescue, evacuation, shelter, restoration of essential services, pre-hospital care, hospital care, etc. All of these specialists will be managed by the Operations Section Chief, who will ensure that the efforts of each specialist function are coordinated effectively.

FIGURE T10: Overview of the Unified Command General Staff Structure



Source: Adapted from FEMA ICS Leadership and Management Guide, 2005

3.7.2.1. Operations

The Operations Section should be led by a single Operations Section Chief, who may be a generic disaster risk management specialist or an expert from the lead responder agency for that emergency type. For example, if it was primarily a fire emergency, the Operations Section Chief should be a senior representative from fire and rescue service, a health emergency, the Operations Section Chief should be a health representative, etc.

The key function of the Operations Section is to coordinate with other general staff groups and lead the production of an Incident Action Plan (IAP) that will be considered and agreed by the CDRMC. Operations Section Chief Responsibilities include (but are not limited to):

- a.** Lead the production of an IAP;
- b.** Supervise the execution of the IAP;
- c.** Maintain close contact with subordinate operations positions at sub-county level and provide advice and guidance, as necessary, and provide operational data and information to the Operations Section Chief at NDRMC as required;
- d.** Evaluate operational resources necessary to deliver the IAP;
- e.** Maintain a unit log.

The Operations Section structure at CDRMC will be established to meet the specific needs of the emergency. It may consist of just one or two specialists or a large and diverse team of experts representing multiple disciplines and organisations responsible for some or all the following emergency response functions;

- 1.** Rescue and environment;
- 2.** Security;
- 3.** Health;
- 4.** Humanitarian services;
- 5.** Essential infrastructure services;
- 6.** Emergency management.

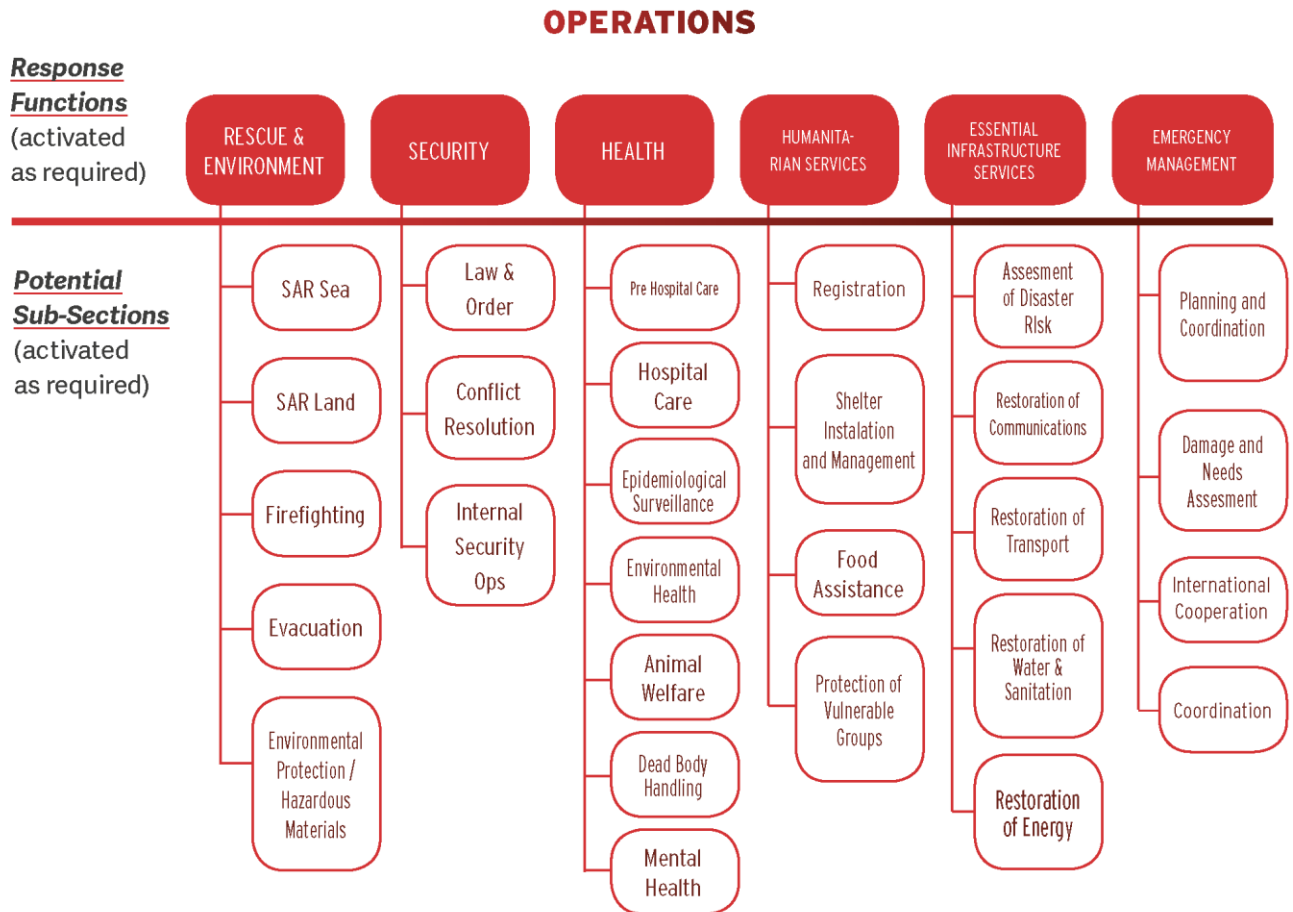
The Operations Section function at SCDRMC may be undertaken by a single individual or small team, as determined by the incident and resources available.



In determining the most appropriate Operations Section structure, only those sections and sub-sections that are required for the specific needs of the emergency need to be formally convened at the EOC, there is no need to establish specialist sub-sections unless the circumstances require it.

The Chair of the CDRMC will appoint the Operations Section Chief having considered the emergency type and immediate challenges arising. The Operations Section Chief will then evaluate the situation and propose the most appropriate Operations Section structure and staffing to the CDRMC Chair, who will consider the proposals and authorise their establishment. This is presented graphically in the **Figure T11** overleaf:

FIGURE T11 Overview of the Unified Command Operational Staff Structure



Source: Adapted from FEMA ICS Leadership and Management Guide, 2005

3.7.2.2. Planning

The Planning section collects, evaluates, processes, and disseminates information for use at the incident and to inform decisions made by the CDRMC. When activated, the section is managed by the Planning Section Chief who is a member of the general staff.

The Planning Section Chief's responsibilities include (but are not limited to):

- a. Collecting and processing situation information about the incident;
- b. Contribute toward the Incident Action Plan;



- c. Provide input to the Operations Section Chief in preparing the Incident Action Plan;
- d. Establish informational requirements and reporting schedules for subordinate UCs;
- e. Determine the need for any specialised resources in support of the incident;
- f. Establish special information collection activities as necessary, e.g., weather, environmental, scientific advice, etc.;
- g. Assemble information on alternative strategies;
- h. Provide periodic predictions on incident potential;
- i. Report any significant changes in incident status;
- j. Compile and display incident status information;
- k. Commence recovery planning at the earliest possible time;
- l. Maintain a unit log.

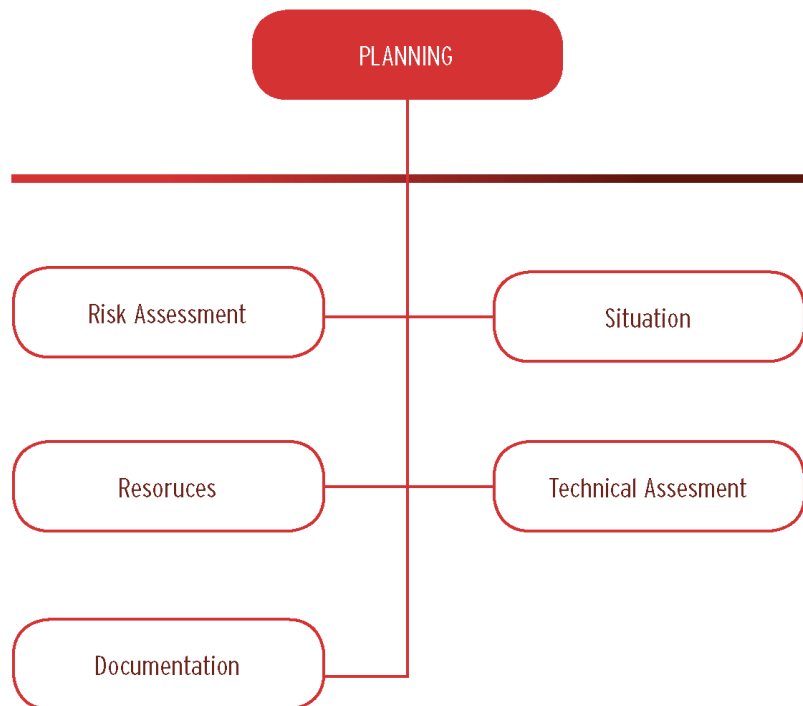
An overview of the planning section is shown in **Figure T12** below.



FIGURE T12: Overview of the Unified Command Planning Section Structure

Response Functions

(activated as required)



Potential Sub-Sections

(activated as required)

Source: Adapted from FEMA ICS Leadership and Management Guide, 2005

3.7.2.3. Logistics

All incident resource and support needs are evaluated by the Logistics Section. The Logistics Section is managed by the Logistics Section Chief, who may be assisted by other personnel from relevant MDAs as required.

The Logistics Section Chief's responsibilities include (but are not limited to):

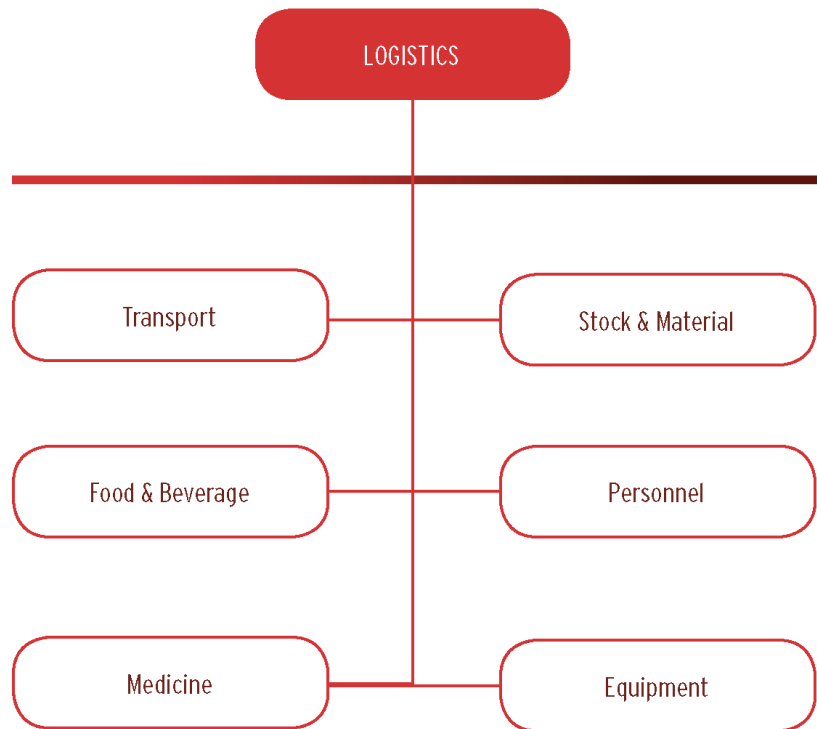
- a.** Management and coordination of all incident logistics;
- b.** Provide logistical input to the Operations Section Chief and UC Committee in preparing the Incident Action Plan;
- c.** Identify anticipated and known incident service and support requirements;
- d.** Request additional resources as needed;



FIGURE T13: Overview of the Unified Command Logistics Section Structure

Response Functions

(activated as required)



Potential Sub-Sections

(activated as required)

Source: Adapted from FEMA ICS Leadership and Management Guide, 2005

- e. Review and provide input to all incident plans to identify logistical requirements;
- f. Supervise requests for additional resources.

An overview of the logistics section is shown in **Figure T13** below.

3.7.2.4. Finance/Administration Section

The Finance/Administration Section is responsible for managing all financial aspects of an incident where consideration of, and accountability for, government spending or procurement needs to be managed effectively.

The Finance/Administration Section's Chief responsibilities include (but are not limited to):

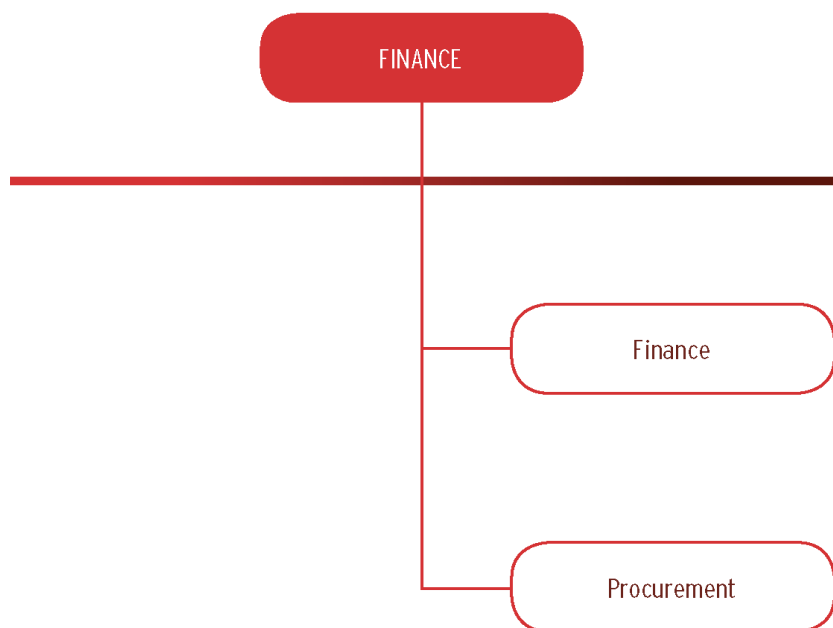


- a. Management of all financial aspects of an incident;
- b. Determine the need to set up and operate government procurement framework contracts;
- c. Meet with assisting and cooperating agency representatives as needed;
- d. Maintain daily contact with each responder agency administrative headquarters on Finance/Administration matters;
- e. Ensure that all personnel time records are accurately completed and transmitted to home agencies, according to policy; according to policy;

FIGURE T14: Overview of the Unified Command Finance/Administration Section Structure

Response Functions

(activated as required)



Potential Sub-Sections

(activated as required)

Source: Adapted from FEMA ICS Leadership and Management Guide, 2005



- f. Ensure that all obligation documents initiated at the incident are properly prepared and completed;
- g. Brief agency administrative personnel on all incident-related financial issues needing attention or follow-up.

An overview of the finance section is shown in **Figure T14** below.

3.8. Operational Objectives of CDRMC and SCDRMC

Both the CDRMC and the SCDRMC, including their supporting secretariat structures, may take some time to set up and obtain a clear picture of unfolding events. This initial period following an incident occurring may be when the best opportunities exist to take decisive action. Where CDRMC or SCDRMC is activated in response to a no-notice incident, the default strategic objectives are to:

- Protect human life and, as far as possible, property and the environment;
- Alleviate suffering;
- Support the continuity of everyday activity and the restoration of disrupted services at the earliest opportunity; and
- Uphold the rule of law, the Constitution, and the democratic process.

As a first priority, CDRMC or SCDRMC will formulate an Incident Action Plan and prioritise key objectives and provide the focus for all responding county and sub-county organisations under their control. As the CDRMC or SCDRMC meet and gain a full understanding of the situation, supported by their respective secretariat groups, they should then review and amend the working plans and adjust objectives and priorities, as necessary.

In the event of a major national disaster or protracted emergency, policy direction will be given by His Excellency the President and the NSC, and a more specific and detailed set of strategic objectives may be set by the National Disaster Risk Management Committee and set out in their Incident Action Plan.

These overall national objectives will be communicated to CDRMCs and they will ensure that county Incident Action Plans address both local priorities and support the national objectives set by NDRMC. In turn, CDRMCs will communicate the county Incident Action Plan to SCDRMCs, who will then determine local operational tactics and set these out in their own Incident Action Plan.



Incident Action Plans at national, county, and sub-county levels shall be designed to give clear guidance in the tasking of responsible/lead agencies, who will manage responses in the field following their own sectoral field ICS and SOPs.



Plate 3.0: Fire disaster response in Mumias sugar factory



4.0 FUNCTIONAL RESPONSE AREAS

Given the diversity of emergencies that could potentially impact Kenya, there are many hundreds of separate response functions that may need to be delivered by a wide range of MDAs, County Departments, NGOs, or private sector organisations. Whilst it is not the intention of the CEOP to record every conceivable response function or activity or to list every organisation with a role in emergency response, it is important to establish as a matter of public record the lead ministries, County departments and agencies with overall responsibility for critical functions at national and county level, and the primary organisations that may play an important supporting role.

The CEOP identifies six functional emergency response areas, aligned to the NERP, each broken down into key sub-functions, along with the lead and supporting organisations responsible for each. This is intended to allow all responders to work individually or on a multi-agency basis to prepare for, and deliver, key emergency response functions and tasks. Emergency response activities, whether listed here or not, must be coordinated through the Kenya ICS and UC system set out in Section 3 above.

For the six critical emergency response areas and sub-functions listed, the lead and supporting MDAs, County Government Department, NGOs, or private sector organisations are set out in **Table T2** below. A list of critical emergency response areas and sub-functions with an indication of lead and supporting bodies responsible for them is then set out in **Table T3**. The key purpose of setting out these tables in the CEOP is to illustrate the wide range of government and non-government bodies involved in the delivery of each emergency response function, and it is anticipated that these lists will develop and change over time, as the CEOP is implemented and a better appreciation of individual functions and the organisations involved is gained.

4.1. Allocating Responsibilities for Emergency Response Areas

Initial assignments of responsibility for leading emergency response tasks at the national or county level have been proposed by a stakeholder working group. Such proposals were then amended to take account of wider stakeholder feedback.¹ However, the list of responsibilities should be viewed

¹ As articulated at a stakeholder workshop convened on 10th March 2020. Attendees included; the National Drought Management Authority (NDMA), the National Disaster Operation Centre (NDOC), the Kenya Red Cross Society (KRCS), the Kenya Ministry of Health, the Kenya Ministry of Interior and Coordination of National Government, the State Department of Public Works (Structural



as a ‘living document’ and regularly reviewed and updated to reflect changes in ministry structure, legislation, or responder capabilities. Proposals to add or amend emergency response areas or sub-tasks, or the designation of lead and supporting agencies, should be brought to the attention of the NDRMC and NDOC. The NDRMC and NDOC will evaluate those proposals as part of their biannual review of the NERP, taking forward any proposed amendments to the Intergovernmental Council for consideration and approval. Any changes to national functional designations approved in the NERP will be cascaded down to County level to facilitate corresponding amendments to CEOP.

In determining the lead body for each functional area, the approach taken by the stakeholder working group was to allocate the body with legal responsibility for that function, or in the absence of clear statutory duties, to one that possesses the most appropriate knowledge and skills for delivery of the response function. The MDAs given primary responsibility for an emergency function is expected to consult with all potential supporting partners, including the private sector, NGOs, and community groups, to identify all relevant agencies and organisations that will support response in that area.

Whilst the Intergovernmental council has overall responsibility for DRM policy and the NERP with changes being managed by NDOC, the MDAs leading each response function are responsible for developing the technical and policy guidance necessary for the safe and effective delivery of response tasks for which they have lead responsibility. Therefore, it will be the responsibility of those MDAs to work with all necessary partners to produce and maintain sectoral plans, standard operating procedures, and checklists which detail how their assigned task will be performed. At County level, this planning and consultation may be undertaken through the CDRMC structure.

Where it is unclear which, if any, ministry or County department should be designated as the lead MDA, the question may raise with NDOC who may nominate a lead at County level, or propose retention of the role at national Level by appointing an *ad hoc* committee to provide leadership and produce the necessary plans and SOPs. In some cases, the MDA designated as lead at national and

Department), the Ministry of Lands and Physical Planning, the Ministry of Water, World Animal Protection, the Ministry of Agriculture, Livestock and Fisheries, the Ministry of Defence, St. John Ambulance.



county levels may be different. In these circumstances, the national MDA will establish national protocols and general guidance to which county-level lead MDAs will adhere. County-level MDAs and County departments will produce plans that contextualise general national guidance to suit the circumstances and context at the County level.

The disaster response capabilities developed by County lead and supporting MDAs must be suitable and sufficient to manage the range of foreseeable disasters that may impact the County. The process of identifying preparedness requirements set out in **Section 2** above will assist in identifying the ‘worst credible’ emergencies that may impact the County. These reference threat scenarios can be used for assessment of the capabilities required for an effective response, including identification of the entity that will make that response. They will also inform assessments and gap analyses to identify whether the capacity of responders is sufficient to manage the anticipated scale of the emergency. Development of realistic reference threat scenarios, supported by risk and other assessment data, can also inform the design of detailed sectoral response plans, and the supporting SOPs and checklists required by responders to enact those plans.

Response organisations delivering functions not listed in this chapter may follow the same generic processes and approaches set out in the CEOP to develop their sectoral response plans, SOPs, and checklists. These should be developed in consultation with CDRMC, and in partnership with other responders as required.

4.2. List of Response Entities

The following list does not include all potential ministries, departments, agencies, i/NGOs and private sector organisations that may be called upon to contribute to emergency response, but has been drawn up by stakeholders to represent the primary organisations involved in the delivery of the six critical emergency response areas identified.



LIST OF RESPONDING ENTITIES

MoICNG	Ministry of Interior and Coordination of National Government
MoDA	Ministry of Devolution and the ASALs
MoWSI	Ministry of Water & Sanitation and Irrigation
MoH	Ministry of Health
MoALF	Ministry of Agriculture, Livestock and Fisheries
MoTIHUDP	Ministry of Transport, Infrastructure, Housing, Urban Development and Public
MoD	Ministry of Defence
MoFE	Ministry of Environment and Forestry
MoICT	Ministry of Information, Communications and Technology
MoEP	Ministry of Energy and Petroleum
MoFAIT	Ministry of Foreign Affairs and International Trade
NDOC	National Disaster Operations Centre
NCTC	National Counter Terrorism Centre
NDMU	National Disaster Management Unit
KCAA	Kenya Civil Aviation Authority
NTSA	National Transport and Safety Authority
NEMA	National Environment Management Authority
WRA	Water Resources Authority
CG	County Governments
NPS	The National Police Service
FRS	Fire & Rescue Services
NYS	The National Youth Service
KMD	Kenya Meteorological Department
KMA	Kenya Maritime Authority
MH	Major Hospitals
KAA	Kenya Airports Authority
KSJA	Kenya St. John Ambulance
KRCS	Kenya Red Cross Society
IS	Insurance Sector
UNA	United Nations Agencies
CBO	Community-Based Organisations
NGOs	Non-Governmental Organisations
PC	Power Companies
WSP	Water Service Providers
TC	Telecommunications Companies

4.3. Functional Emergency Response Areas and Primary Sub-Tasks

An overview of the six functional emergency response areas and primary sub tasks are set out below. **Table 3** details the lead and supporting MDAs or County Government Departments for each area and sub-task;

4.3.1. Functional Area I: Rescue and Environment

Purpose and Goals: Coordinating and providing the set of immediate actions carried out by the population and the relevant first response agencies, with the aim of saving lives, controlling secondary events such as fires, explosions, leaks, protecting assets and maintaining public safety.

Scope/Concept of Operations and Associated Actions: To mobilise teams for locating, rescuing and providing first aid to the wounded, providing support to control secondary events such as fires, hazardous materials, as well as guaranteeing safety and security to the population and the emergency personnel, including evacuating the population exposed to imminent risk.

Sub Tasks

1. Search and Rescue – Sea
2. Search and Rescue - Land
3. Fire Fighting
4. Evacuation of affected/at-risk areas
5. Environmental protection
6. Emergencies of Hazardous Materials

4.3.2. Functional Area II: Security

Purpose and Goals: Functional Area II describes key response measures to maintain law and order and internal security and resolve internal conflicts.

Scope/Concept of Operations and Associated Actions: Once a security situation occurs, it begins with the mobilisation of personnel and equipment to maintain law and order in accordance with the Constitution and the management of any internal security operations.

This requires the establishment of robust ICS as events may develop quickly and tactics will need to change to address the situation presented.



Conflict resolution strategies include negotiation with impacted communities in order to find ways to avoid conflict, reach compromises or accommodations, and collaborating.

Sub Tasks

1. Law and Order
2. Conflict Resolution
3. Internal Security Operations

4.3.3. Functional Area III: Health

Purpose and Goals: This functional area describes how medical assistance will be coordinated in response to public health and medical care needs following a major disaster or emergency, or during a developing potential medical situation.

Scope/Concept of Operations and Associated Actions: Once the emergency occurs, it begins with the mobilisation of personnel, goods, equipment and supplies to the impact area, patient identification, and transport (depending on level of complexity) according to the approved plans. It continues then throughout the emergency. Actions include hospital care, control of epidemiological surveillance, environmental health (management of vectors and domestic animals, basic sanitation), mental health and management of bodies.

Sub Tasks

1. Pre-hospital Care
2. Hospital Care
3. Epidemiological Surveillance
4. Environmental Health
5. Animal Health and Welfare
6. Dead Body Handling
7. Psychological/Mental Health Support

4.3.4. Functional Area IV: Humanitarian Services

Purpose and Goals: Humanitarian services aims to develop and coordinate the actions related to the care and treatment of those affected by emergencies or disasters, especially, regarding the



provision of shelter, food and basic needs, and the protection of vulnerable groups (minors, pregnant women, individuals with disabilities, sick persons and the elderly).

Scope/Concept of Operations and Associated Actions: It starts once the number of affected persons has been identified and measured (categorised by family group, gender, age, special conditions, and basic needs required), taking into consideration the socio-cultural context in each area. This information is essential to understand the basic needs and specialised care of individuals with special conditions and vulnerable groups.

Sub Tasks

1. Registration
2. Shelter Installation and Management
3. Food Assistance
4. Protection of Vulnerable Groups

4.3.5. Functional Area V: Essential Infrastructure and Services

Purpose and Goals: Essential infrastructure services will monitor natural and/or human-induced events, and assess damage to essential services, basic sanitation (water, sewage and solid waste), energy, telecommunications, transportation, and the environment, in order to define the actions to be taken by the authorities for the protection of life and property, and for the rapid re-establishment of services and recovery of the environment.

Scope/Concept of Operations and Associated Actions: Actions associated with this Functional Area begin with the identification and estimation of damages (determining area affected by the event) and the state of critical infrastructure (water, sanitation, energy, telecommunications, transport) and the environment, the consolidation and organisation of information on damages and the planning and prioritisation of emergency management for these services. The process ends with the rehabilitation/early recovery of the various systems, including schools and markets.

Sub Tasks

1. Assessment of Disaster Risks
2. Restoration of Communications Services
3. Restoration of Transport Services



4. Restoration of Water and Sanitation Services
5. Restoration of Energy Services
6. Restoration of Markets and Schools

4.3.6. Functional Area VI: Emergency Management

Purpose and Goals: This Functional Area will lead emergency responses through coordination of national and sub-national entities by establishing decisions to be translated into effective response actions, based on timely information. It will also design and keep track of actions for early recovery.

Scope/Concept of Operations and Associated Actions: Actions in this Area begin once the characteristics of a large-scale event are identified, and an emergency level is declared. If required, the various Unified Commands (UC) at national, County and sub-county levels according to the National Emergency Response Plan and County Emergency Operation Plan can be convened to decide on the best course of actions.

Information relating to the emergency is analysed and processed for the prioritisation and coordination of responses and the ensuing rehabilitation work, and to inform emergency declarations according to impact and territorial distribution.

A Comprehensive Incident Action Plan is established for managing the various emergency response actions at each UC, followed by continuous monitoring of their implementation, taking decisions, making the necessary adjustments, and guaranteeing appropriate legal support and technical, human, and financial resources.

Throughout the response process, those responsible for the emergency management structure must ensure continuous reporting on the impact and existing risks resulting from the event, safety recommendations, specific response, and relief actions, and how to have access to relief/aid are provided.

Sub Tasks

1. Comprehensive Planning and Emergency Coordination
2. Public Information
3. Legal and Administrative Affairs
4. Coordination of Damage and Needs Assessment



5. Management of Information and Communications
6. Coordination of International Cooperation
7. Coordination between Jurisdictions of the Country, NGOs and the Private Sector
8. Resource Management

List of Emergency Response Areas and Primary Entity Responsible

Area	Function	Lead MDA Responsible	Supporting Entities
1.0 RESCUE AND ENVIRONMENT			
1.1	Search and Rescue at Sea	Kenya Maritime Authority	MoICNG MoD MoICT NDOC NDMU KCCA KRCS
1.2	Search and Rescue – Land	County Government	MoICNG MoD MoICT NDOC NDMU KCCA KRCS NGOs
1.3	Fire fighting	The National Police Service	MoD MoICT NDOC NCTC
1.4	Evacuation of at-risk areas	County Government, assisted by The National Police Service	MoD MoICT NDOC NDMU KRCS CBO NGOs



1.5	Environmental protection	National Environment Management Authority	MoALF MoFE WRA CBO NGOs
1.6	Hazardous materials emergencies	Fire & Rescue Services	MoD NDOC NDMU KMD

2.0. SECURITY

2.1	Law and order	The National Police Service	NDOC NDMU KAA
2.2	Conflict resolution	Ministry of Defence	MoFE CG CBO NGOs
2.3	Internal security operations	MoD Ministry of Defence	NCTC

3.0. HEALTH

3.1	Pre-hospital care	Ministry of Health (national) Major Hospitals (county)	KSJA KRCS CBO NGOs
3.2	Hospital care	Ministry of Health (national) Major Hospitals (county)	
3.3	Epidemiological surveillance	Ministry of Health (national) County Government and Major Hospitals (county)	NDOC NDMU UNA
3.4	Environmental health	Ministry of Health (national) County Government (county)	NDOC NDMU KRCS UNA NGOs
3.5	Animal welfare	Ministry of Agriculture,	NGOs



	and services	Livestock and Fisheries	CBO
3.6	Management of dead bodies	County Government and Major Hospitals (county)	NDOC NDMU FRS KSJA KRCS CBO
3.7	Psychological/mental health support	County Government and Major Hospitals (county)	MoH KSJA CBO NGOs

4.0. HUMANITARIAN SERVICES

4.1	Registration	Ministry of Interior and Coordination of National Government (national) National Disaster Operations Centre County Governments (county)	KRCS NGOs
4.2	Shelter installation and management	National Disaster Operations Centre (national) County Governments (county)	MoTIHUDP NDMU WRA KRCS CBO NGOs
4.3	Food assistance	National Disaster Operations Centre (national) County Governments (county)	MoALF NDMU KRCS CBOL NGOs



4.4	Protection of vulnerable groups	Ministry of Interior and Coordination of National Government (national) Ministry of Health (national) National Disaster Operations Centre (national) County Governments (county)	NPS KRCS CBO NGOs
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5.0. ESSENTIAL INFRASTRUCTURE AND SERVICES

5.1	Assessment of disaster and risks	Ministry of Interior and Coordination of National Government (national) National Disaster Management Unit (national) County Governments	MoH MoALF MoD MoFE NDOC KRCS UNA NGOs
5.2	Restoration of communications	Ministry of Transport, Infrastructure, Housing, Urban Development and Planning (national) Ministry of Information, Communications and Technology (national) Telecommunications Companies (national and county)	NDOC NDMU
5.3	Restoration of transport services	Ministry of Transport, Infrastructure, Housing, Urban Development and Planning (national) Kenya Airports Authority (national and county)	NDOC NDMU
5.4	Restoration of water and sanitation services	Water Resources Authority (WRA) (national) Water Service Providers (national and county)	NDOC NDMU CG
5.5	Restoration of markets and education	County Governments (county)	CBO NGOs



5.6	Restoration of energy services	Ministry of Transport, Infrastructure, Housing, Urban Development and Planning (national) Ministry of Energy and Petroleum (national) Power Companies (national and county)	NDOC NDMU
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6.0. EMERGENCY MANAGEMENT

6.1	Comprehensive planning and emergency coordination	National Disaster Operations Centre (national) National Disaster Management Unit (national) County Governments (county)	NCTC WRA NPS KRCS
6.2	Public information	Ministry of Information, Communications and Technology (national) National Disaster Operations Centre (national) County Governments (county)	NDMU WRA KMD KRCS CBO NGOs
6.3	Legal and administrative affairs	Ministry of Interior and Coordination of National Government National Disaster Operations Centre (national) County Governments (county)	MoFE
6.4	Coordination of damage and needs assessment	Ministry of Interior and Coordination of National Government (national) National Disaster Operations Centre (national) County Governments (county)	NDMU WRA KRCS UNA NGOs IS
6.5	Coordination of international assistance	Ministry of Interior and Coordination of National Government (national) National Disaster Operations Centre (national) County Governments (county)	NDMU KCCA UNA NGOs
6.6	Coordination between jurisdictions of the country, NGOs, and the	Ministry of Devolution and the ASALs (national) Ministry of Interior and Coordination of National Government (national) NDOC National Disaster Operations	NDMU KRCS UNA NGOs



	private sector	Centre (national) County Governments (county)	
6.7	Resource management	Ministry of Interior and Coordination of National Government (national) National Disaster Management Unit (national) County Governments (county)	WRA NPS KRCS



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Annex T1: Functional Response Areas

A breakdown of the critical response and recovery functions, a brief description of key activities, and the lead and supporting MDA or government department at county level is set out below.

FUNCTIONAL AREA I: RESCUE AND ENVIRONMENT

PURPOSE (Goals)	Coordinating and providing the set of immediate actions carried out by the population and the relevant first response agencies, with the aim of saving lives, controlling secondary events such as fires, explosions, leaks, protecting assets and maintaining public safety.
SCOPE / CONCEPT OF OPERATIONS (Actions)	Mobilise teams for locating, rescuing and providing first aid to the wounded, providing support to control secondary events such as fires, hazardous materials, as well as guaranteeing safety and security to the population and the emergency personnel, including evacuating the population exposed to imminent risk.
TASKS	TASK 1.1. SEARCH AND RESCUE – SEA TASK 1.2. SEARCH AND RESCUE - LAND TASK 1.3. FIRE FIGTHING TASK 1.4. EVACUATION OF AFFECTED/AT-RISK AREAS TASK 1.5. ENVIRONMENTAL PROTECTION TASK 1.6. EMERGENCIES OF HASARDOUS MATERIALS

TASK 1.1 SEARCH AND RESCUE – RIVERS

Responsible Agency County	[Public Service and County Administration
Responsible Agency Sub-County	[Public Service and County Administration
List of Supporting MDAs, government departments, NGOs and private sector	[Kenya Maritime Authority, Kenya Navy, Kenya Red Cross Society, ICARE and St. John's Ambulance]

PURPOSE (Goals)

SUB-TASKS



Locate, categorise and evacuate affected persons.	1.Alert, activate and mobilise search and rescue teams RAPID RESPONSE (S.T.O.P.= Stop, Think, Observe and Plan) 2.Install Unified Command Post, secure area, develop Action Plan 3.Implement Actions 4.Categorisation, care, and transfer of victims 5.Event close down and lessons learnt review
SCOPE / CONCEPT OF OPERATIONS (Actions) Intervention starts after an emergency call is received reporting victims. Intervention starts after an emergency call is received reporting affected persons resulting from structural collapse, flooding and/or road, boat or airplane accidents. It includes identification, stabilisation and rescue, onsite medical care.	

TASK 1.2 SEARCH AND RESCUE – LAND

Responsible Agency County	Public Service and County Administration
Responsible Agency Sub-County	Public Service and County Administration
List of Supporting MDAs, government departments, NGOs and private sector	County Security and Enforcement, Kenya Counselling Psychology Association, Department of Health (Ambulance Service), KRCS, KCCA, National Police Service and St' Johns Ambulance
PURPOSE (Goals) Locate, categorise and rescue affected persons.	SUB-TASKS 1. Immediate response from organised



<p>SCOPE / CONCEPT OF OPERATIONS (Actions)</p> <p>Intervention starts after an emergency call is received reporting affected persons resulting from structural collapse, flooding and/or road, boat, or airplane accidents. It includes identification, stabilisation and rescue, onsite medical care.</p>	<p>population</p> <ol style="list-style-type: none"> 2. Alert, activate and mobilise search and rescue teams 3. Implement ICS, activate Emergency Operations Centre (EOC) for declared emergencies, secure area and develop Action Plan 4. Implement actions 5. Categorisation, care, and transfer of victims 6. Close out operation
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TASK 1.3 FIREFIGHTING

Responsible Agency County	Public Service and County Administration
Responsible Agency Sub-County	Public Service and County Administration
List of Supporting MDAs, government departments, NGOs and private sector	<p>[Kenya Counselling and Psychology Association(KCPA), Kenya National Chamber of Commerce and Industry, KCCA, KRCS, St. John Ambulance, Butali and West Kenya Sugar Companies, Ministry of Education]</p>
<p>PURPOSE (Goals)</p> <p>Firefighting activities including protection, detection and suppression of fire, irrespective of their nature, guaranteeing the protection of life, property and the environment.</p>	<p>SUB-TASKS</p> <ol style="list-style-type: none"> 1. Immediate response from the organised population 2. Activate and dispatch firefighting



SCOPE/CONCEPT OF OPERATIONS (Actions)

It starts with the reception of fire reports initiated by different causes, such as explosions, ignition of flammable elements, among others.

It includes fire detection, receipt of calls for assistance, mobilisation and control of firefighting teams, extinction of the fire, rescue and evacuation of affected people and on-site provision of basic health care.

units

3.Implement ICS, activate Emergency Operations Centre (EOC) for declared emergencies, and implement the firefighting sectoral response plan

4.Implement actions

5.Provide relief and transfer victims

6.Event close down and lessons learnt review

TASK 1.4 EVACUATION OF AFFECTED / AT-RISK AREAS

Responsible Agency County

[Public Service and County Administration]

Responsible Agency Sub-County

[Public Service and County Administration]

List of Supporting MDAs, government departments, NGOs and private sector

[Kenya Police, County Security and Enforcement, MOICNG]

PURPOSE (Goals)

Transfer population from areas at risk to safe areas and avoid panic. As long as adequate information is furnished by the authority the problem of panic will be significantly reduced.

SUB-TASKS

- 1.** Declare alert
- 2.** Implement evacuation plan
- 3.** Return population upon instruction



SCOPE / CONCEPT OF OPERATIONS

(Actions)

The intervention starts once the evacuation order is issued by CDRMC, SCDRMC, or any other relevant authority (police, local government,), i.e. the alert is declared.

It includes warning the population and informing them about the necessary actions to take and the definition of evacuation routes.

Scope of operations includes the evacuation of the community, monitoring of the situation, and authorised return of the evacuated population.

This task can be applicable to small as well as a large-scale evacuation.

from the CDRMC / SCDRMC Chair

4.Event close down and lessons learnt review

TASK 1.5 ENVIRONMENTAL PROTECTION

Responsible Agency County

County department of Water Environment
Natural Resources and Climate Change |

Responsible Agency Sub-County

Sub-County department of Water
Environment Natural Resources and Climate
Change |

List of Supporting MDAs, government
departments, NGOs and private sector

KACUWASCO, WEWASAFO Water
Resource Users Association, NEMA, Lake
Victoria North Water agency |

PURPOSE (Goals)

SUB-TASKS



Identify potential sources of environmental damage or pollution, take immediate action to prevent its spread or escalation, and put in place measures to safely remove harmful substances and enable the environment to return to its pre-damage state.	<ol style="list-style-type: none"> 1. Immediate response from experts to identify source of environmental damage and the best options for mitigating harm. 2. Alert, activate and mobilise specialist teams to contain any environmental pollutants and prevent further spread. 3. Actions to decontaminate and clear up areas already damaged. 4. Put in place monitoring arrangements to quantify damages that have been caused and provide warning of any on-going risk of contamination to populations, foodstuff of animals. 5. Event close down and lessons learnt review
<p>SCOPE / CONCEPT OF OPERATIONS</p> <p>(Actions)</p> <p>Intervention starts after an environmentally damaging event is identified and a response made by government or other specialists. Responses include actions to remove the cause of the damage or pollution, prevent its spread to currently unaffected areas, and to clear up impacted areas and enable them to return to their pre-damage state.</p>	

TASK 1.6 EMERGENCIES OF HAZARDOUS MATERIALS

Responsible Agency County	County department of Water Environment Natural Resources and Climate Change
Responsible Agency Sub-County	[Sub-County department of Water Environment Natural Resources and Climate]
List of Supporting MDAs, government departments, NGOs and private sector	[Department of Medical Services and Public Health, Department of Water Environment Natural Resources and Climate Change, Municipalities and NEMA]



PURPOSE (Goals)

Respond to incidents involving hazardous materials.

SCOPE / CONCEPT OF OPERATIONS

(Actions)

The intervention starts once an incident involving hazardous materials is reported. It includes identifying and understanding the event and taking action to control the emergency.

SUB-TASKS

1. Activate and dispatched specialised units
2. Implement ICS, activate Emergency Operations Centre (EOC) for declared emergencies, and develop the Incident Action Plan
3. Secure the area and implement primary actions
4. Provide relief and transfer contaminated persons
5. Event close down and lessons learnt review

FUNCTIONAL AREA II: SECURITY

PURPOSE

(Goals)

Functional Area 2 describes key response measures to maintain law and order and internal security, and resolve internal conflicts.

SCOPE / CONCEPT OF OPERATIONS

(Actions)

Once a security situation occurs, it begins with the mobilisation of personnel and equipment to maintain law and order in accordance with the Constitution and the management of any internal security operations.

This requires establishment of robust ICS as events may develop quickly and tactics will need to change to address the situation presented.



Conflict resolution strategies include negotiation with impacted communities in order to find ways to avoid conflict, reach compromises or accommodations, and collaborating.

TASKS	2.1 Law and Order 2.2 Conflict Resolution 2.3 Internal Security operations
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TASK 2.1 LAW AND ORDER

Responsible Agency County	[National Police Service]
Responsible Agency Sub-County	[National Police Service]
List of Supporting MDAs, government departments, NGOs and private sector	[Office of the Governor, County Attorney, G4s, KK, County Security and Enforcement, NDMU, NDOC and KAA]
PURPOSE (Goals) Guarantee protection of life, public security and the democratic process,	SUB-TASKS <ol style="list-style-type: none"> 1. Declare alert, activate teams and move into affected areas 2. Implement ICS, activate Emergency Operations Centre (EOC) for declared emergencies, and develop the Incident Action Plan 3. Take action according to intervention protocols 4. Event close down and lessons learnt review
SCOPE / CONCEPT OF OPERATIONS (Actions) The intervention begins once a report is received on an event requiring emergency response to maintain law and order. During an emergency event, this may include a requirement to isolate and/or cordon off the affected areas, control public security and traffic.	



TASK 2.2 CONFLICT RESOLUTION

Responsible Agency County	Public Service and County Administration
Responsible Agency Sub-County	Public Service and County Administration
List of Supporting MDAs, government departments, NGOs and private sector	National Cohesion and Integration Commission, County Security and Enforcement, County Disaster Management, County Attorney, MOICNG, County Administrators
PURPOSE (Goals) A social situation where the conflicting parties in a (voluntarily) agreement resolve to live peacefully with and/or dissolve or otherwise resolve their basic incompatibilities.	SUB-TASKS 1. Identification of conflicted communities and their spokespersons. 2. Mobilisation of specialist facilitators to work with all parties in finding acceptable solutions 3. Take actions according to determined solutions 4. Event close down and lessons learnt review
SCOPE / CONCEPT OF OPERATIONS (Actions) It begins with the mobilisation of facilitators to assist all sides in a conflict to find ways in which tensions can be reduced, grievances addressed and ends when acceptable solutions are found.	

TASK 2.3 INTERNAL SECURITY

Responsible Agency County	Ministry Of Interior and National Coordination
Responsible Agency Sub-County	National Police
List of Supporting MDAs, government departments, NGOs and private sector	County Security and Enforcement, Nyumba Kumi,



PURPOSE (Goals)

Internal security is the act of keeping peace within the borders of Kenya by upholding the Constitution and national law and defending against internal security threats.

SCOPE / CONCEPT OF OPERATIONS

(Actions)

The intervention begins once a report is received on an event requiring immediate internal security response where, due to its scale or at the request of first respondents, it is necessary to deploy internal security forces. Internal security forces will deploy such methods and levels of force necessary to contain and resolve the threats posed to internal security.

SUB-TASKS

1. Declare alert, activate specialist forces and move into affected areas
2. Implement ICS, activate Emergency Operations Centre (EOC) for declared emergencies, and develop the Incident Action Plan.
3. Take action in accordance with the IAP and intervention protocols
4. Event close down and lessons learnt review

FUNCTIONAL AREA III: HEALTH

PURPOSE (Goals)

This functional area describes how medical assistance will be coordinated in response to public health and medical care needs following a major disaster or emergency, or during a developing potential medical situation.

SCOPE / CONCEPT OF OPERATIONS (Actions)

Once the emergency occurs, it begins with the mobilisation of personnel, goods, equipment and supplies to the impact area, patient identification and transport (depending on level of complexity) according to the approved plans. It continues through the emergency. It includes hospital care, control of epidemiological surveillance, environmental health (management of vectors and domestic animals, basic sanitation), mental health and management of bodies.



TASKS

TASK 3.1. PRE-HOSPITAL CARE

TASK 3.2. HOSPITAL CARE

TASK 3.3. EPIDEMIOLOGICAL SURVEILLANCE

TASK 3.4. ENVIRONMENTAL HEALTH

TASK 3.5 ANIMAL HEALTH AND WELFARE

TASK 3.6. DEAD BODY HANDLING

TASK 3.7. PSYCHOLOGICAL / MENTAL HEALTH SUPPORT

TASK 3.1 PRE-HOSPITAL CARE

Responsible Agency County	Department of Health
Responsible Agency Sub-County	Sub-County Department Of Health
List of Supporting MDAs, government departments, NGOs and private sector	Kenya Red-Cross Society, St John's Ambulance, Private Hospitals, CBOs, AMPATH, Universities, NGO'S, and FBOs
PURPOSE (Goals) Provide rapid assistance to affected individuals in the area and transport them to a care centre, if required, to safeguard their health.	SUB-TASKS 1.Receive and triage calls for assistance and allocate personnel and resources based on the emergency 2.Set up care centre for victims



SCOPE / CONCEPT OF OPERATIONS (Actions)

It begins once the report of a health emergency is confirmed. First responding agencies are mobilised to assess casualties and provide lifesaving intervention.

Care provided at this stage is aimed at stabilising the patient until their subsequent evacuation or transfer to the ultimate care centre (hospital).

For larger emergencies with multiple casualties, once an emergency is declared, an on-scene temporary care centre for victims is created, resources are allocated according to needs and patients are categorised by severity (triage) to ensure that they can be prioritised for transport to hospital where required.

3. Provide immediate care to stabilise patients, categorise patients, and coordinate transfer to health care centres

4. Event close down and lessons learnt review

TASK 3.2 HOSPITAL CARE

Responsible Agency County

Department of Health

Responsible Agency Sub-County

Sub-County Department of Health

List of Supporting MDAs, government departments, NGOs and private sector

Public Health department, Kenya Red Cross Society, AMPATH, Faith Based Health Facilities, AMREF and Private Hospitals



PURPOSE (Goals)

Provide timely and adequate medical attention to affected persons during an emergency by guaranteeing adequate hospital capabilities (facilities and human resources) according to their required level of care. Serve patients through their whole rehabilitation process.

SUB-TASKS

1. Activate Institutional Emergency Plans
2. Take immediate steps necessary to sustain life
3. Patient care and rehabilitation
4. Event close down and lessons learnt review

SCOPE / CONCEPT OF OPERATIONS (actions)

It runs from the confirmation of the report, declaring of the emergency, or activation of the major emergency plan for patient care in health centres. Scope includes provision of patient care and rehabilitation until the end of the emergency.

TASK 3.3 EPIDEMIOLOGICAL SURVEILLANCE

Responsible Agency County

[County Department of Health]

Responsible Agency Sub-County

[Sub-County Public Health]

List of Supporting MDAs, government departments, NGOs and private sector

[NEMA, Kenya Police, KEMRI, ICIPE, WHO, Administrators (County and National)]



PURPOSE (Goals)

Determine the epidemiological pattern of post-disaster demand for care, and the timely detecting of infectious diseases and outbreaks, in order to safeguard the health of the population.

SCOPE / CONCEPT OF OPERATIONS (Actions)

Evaluating potential epidemic risk, implementation of epidemiological surveillance system before and during disasters, and intervention during epidemic outbreaks.

SUB-TASKS

1. Assess potential epidemic risk
2. Implement surveillance system
3. Intervention during outbreaks based on the established Action Plan
4. Monitoring
5. Event close down and lessons learnt review

TASK 3.4 ENVIRONMENTAL HEALTH

Responsible Agency County

[County Department of Health] |

Responsible Agency Sub-County

[Sub-County Public Health] |

List of Supporting MDAs, government departments, NGOs and private sector

[County Disaster Management Unit, NEMA, NGOs, FBOs, Universities] |

PURPOSE (Goals)

Avoid or mitigate the deterioration of the environment and its negative effect on the health of the affected population as a result of the manifestation of an adverse event.

SUB-TASKS

1. Coordination and active monitoring of basic sanitation
2. Coordination and surveillance of food hygiene, zoonotic diseases



SCOPE / CONCEPT OF OPERATIONS (Actions)

It begins with the surveillance, control and monitoring of water quality, food and beverages, solid waste, handling and disposal of human waste and wastewater, vector control, including the treatment of affected animals.

3. Veterinary care
4. Event close down and lessons learnt review

TASK 3.5 ANIMAL HEALTH AND WELFARE

Responsible Agency County

Department of Agriculture Irrigation Cooperatives
Livestock Veterinary Services and Fisheries |

Responsible Agency Sub-County

Department of Agriculture Irrigation Cooperatives
Livestock Veterinary Services and Fisheries |

List of Supporting MDAs, government departments, NGOs and private sector

County Animal Protection Unit, Kenya Wildlife Services, Kenya Police, County Administrators, Kenya Society of Animal Protection (KSPA), KALRO, International Livestock Research Institute (ILRI) |

PURPOSE (Goals)

Avoid or mitigate the deterioration of animal health as a result of the manifestation of disease or any other adverse event.

SUB-TASKS

1. Surveillance of animal health and welfare
2. Issuing of advice and guidance on animal health and welfare, including warnings of infectious disease.
3. Response to specific events and provision of veterinary care and other specialist services.
4. Event close down and lessons learnt review

SCOPE / CONCEPT OF OPERATIONS (Actions)

The intervention begins with surveillance of animal health and welfare and the issuing of advice and



guidance. It includes active intervention and measures to safeguard animal health and welfare including the rescue and assistance of affected animals.

TASK 3.6 DEAD BODY HANDLING

Responsible Agency County

National Police Service

Responsible Agency Sub-County

National Police Service

List of Supporting MDAs, government departments, NGOs, and private sector

Ministry of Health, Chiefs, Community Administrators, PSA, Public Health, KRCS, FBOs

PURPOSE (Goals)

Locate, recover, and receive human remains and place them in the designed areas for subsequent handling by forensic response system.

SCOPE / CONCEPT OF OPERATIONS (Actions)

The handling of human remains begins with the search and recovery of the dead bodies by relevant institutions, then they are transferred to nominated mortuary facilities where forensic operations may be undertaken if necessary.

It finishes with the delivery of remains to the families and the categorisation of unidentified corpses to be buried in individual graves.

SUB-TASKS

1. Activate and install 'system of forensic operations' and mobilise resources
2. Locate and recover dead bodies
3. Transfer to predetermined area
4. Support families
5. Identify dead bodies and body parts
6. Final delivery to families or burial
7. Event close down and lessons learnt review



TASK 3.7 PSYCHOLOGICAL / MENTAL HEALTH SUPPORT

Responsible Agency County	Department of Health Services
Responsible Agency Sub-County	Department of Health Services
List of Supporting MDAs, government departments, NGOs and private sector	Kenya Counselling psychology association, County Disaster and Management Unit, Kenya Red-Cross Society & St. Johns Ambulance
PURPOSE (Goals) Provide timely and adequate mental health care to people affected during an emergency to reduce mental effects.	SUB-TASKS 1. Plan intervention in coordination with Incident Command 2. Activate and dispatch intervention teams 3. Event close down and lessons learnt review
SCOPE / CONCEPT OF OPERATIONS (Actions) It begins once the report is confirmed, the emergency is declared and the plan for mental health care of the affected population is activated.	

FUNCTIONAL AREA IV: HUMANITARIAN SERVICES

PURPOSE (Goals)	It aims to develop and coordinate the actions related to the care and treatment of those affected by emergencies or disasters, especially, regarding the provision of shelter, food and basic needs, and the protection of vulnerable groups (minors, pregnant women, individuals with disabilities, sick persons and the elderly).
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SCOPE / CONCEPT OF OPERATIONS (Actions) It starts once the number of affected persons has been identified and measured (categorised by family group, gender, age, special conditions, and basic needs required), taking into consideration the socio-cultural context in each area. This information is essential to understand basic needs and specialised care of individuals with special conditions and vulnerable groups.

TASKS

TASK 4.1. REGISTRATION

TASK 4.2. SHELTER INSTALLATION AND MANAGEMENT

TASK 4.3. FOOD ASISTANCE

TASK 4.4. PROTECTION OF VULNERABLE GROUPS

TASK 4.1 REGISTRATION

Responsible Agency County	Public Service and County Administration
Responsible Agency Sub-County	County Administration
List of Supporting MDAs, government departments, NGOs and private sector	Kenya Red Cross Society, National Administrators, Anglican Development Services, Min of Interior and Co-ordination
PURPOSE (Goals) Determine the number of affected persons in need of shelter and food and organise the delivery of humanitarian aid to meet their basic needs.	SUB-TASKS 1. Plan intervention in coordination with the county and Sub-County Disaster



SCOPE / CONCEPT OF OPERATIONS

(Actions)

The intervention starts once there are affected persons who have lost their assets and require attention to satisfy their basic needs. This task includes identifying, categorising and quantifying the affected population (including those missing, deceased, and/or still at risk), and determining their basic needs after the event. Information should be collected on the composition of affected families/individuals (total number of members, number of adults, children, and teenagers, gender and ages), name of the head of the family, individuals in need of special attention or belonging to vulnerable groups (children, teenagers, persons with disabilities, older adults, etc.) shelter or housing needs and personal (food, clothing, hygiene items, medicines) and domestic needs (mattresses, blankets, kitchen elements, etc.) taking into consideration the equipment and goods demanded by vulnerable groups. Furthermore, it is important to identify the networks and social support mechanisms that could help assist the community.

Risk Management Committee

2. Prepare Registration teams for the delivery of humanitarian services
3. Dispatch teams to impact area
4. Conduct registration work in accordance with the established protocols
5. Event close down and lessons learnt review

TASK 4.2 SHELTER INSTALLATION AND MANAGEMENT

Responsible Agency County

Department of Lands Housing Urban Areas and Physical Planning |

Responsible Agency Sub-County

Sub-County Planning Office |

List of Supporting MDAs, government

Social Services Sports Youth and Women



departments, NGOs and private sector

Empowerment and Culture, World Vision,

Action Aid Kenya, OCHA, UNICEF, KRCS,

CBOs, NGOs, Private Sector |

PURPOSE (Goals)

Provide temporary shelter for the affected population whose homes are destroyed or damaged, or have been vacated during an emergency, guaranteeing a sufficient number of shelters with appropriate health and safety conditions.

SUB-TASKS

1. Coordinate intervention with the county and Sub-County Disaster Risk Management Committee
2. Activate and dispatch teams for installation of shelters, with support from the population
3. Install and manage temporary shelters
4. Manage population
5. Monitor operation
6. Dismantle shelters
7. Event close down and lessons learnt review

SCOPE / CONCEPT OF OPERATIONS

(Actions)

The intervention starts once individuals and families lose their homes, are located in areas of risk, and/or do not have access to basic services during a disaster event. This task determines the number of families and persons to be housed, the safe areas for the location of shelters, the installation of shelters and the installation of public services (distribution of drinking water, provision of energy and communications services and appropriate disposal of solid waste) and all other required protection measures.

TASK 4.3 FOOD ASSISTANCE

Responsible Agency county

[Public Service and County Administration] |

Responsible Agency sub-county

[Sub-County Administration] |

List of Supporting MDAs, government departments, NGOs and Private sector

[FAO, CRS, World Vision, ADS, Action Aid Kenya, Private Sector, Department of



Agriculture, Min Of Devolution, NDOC |

PURPOSE (Goals)

Temporarily provide food to persons affected by an emergency or disaster and ensure a balanced diet, taking into account different food needs (*pregnant women, children, the elderly, etc.*) and the social and cultural characteristics of the affected population. Provide food in good condition in a timely manner until access to food is re-established.

SCOPE / CONCEPT OF OPERATIONS

(Actions)

The intervention starts by identifying affected people with no food security (total or partial loss of goods, or people unable to buy and prepare food). This task includes understanding food demands, planning, distribution and control of food aid and, if applicable, community food preparation.

SUB-TASKS

1. Plan intervention in coordination with the County And Sub-County Disaster Risk Management Committee
2. Activate short-term food assistance (initial)
3. Design and implement medium-term food aid programs
4. Food safety assessment
5. Exit strategy with support from sub-national governments, social programs to combat poverty and malnutrition, etc.
6. Event close down and lessons learnt review

TASK 4.4 PROTECTION OF VULNERABLE GROUPS

Responsible Agency County

[Department of Social Services Sports Youth and Women Empowerment and Culture] |

Responsible Agency Sub-County

Sub-County Department of Social Services Sports Youth and Women Empowerment and Culture Sub-County Administration |

List of Supporting MDAs, government departments, NGOs and private sector

[Kenya Police, UNHCR, UNICEF, KRCS, AMPATH, AMREF, County Disaster Management Unit] |



PURPOSE (Goals)

Ensure the well-being of affected individuals belonging to vulnerable groups, as they require special assistance.

SCOPE / CONCEPT OF OPERATIONS

(Actions)

The intervention starts with the reception of the report on people affected during an emergency (reported in the registration) who have been identified as part of a vulnerable group. It includes developing an action plan and implementing measures to satisfy their needs and well-being.

SUB-TASKS

1. Plan intervention with the County and Sub-County Disaster Risk Management Committee, in accordance with the Incident Action Plan
2. Activate and dispatch interdisciplinary teams
3. Evaluate state of vulnerable groups and inform the County and Sub-County Disaster Risk Management Committee
4. continuous monitoring of protection to vulnerable groups
5. Event close down and lessons learnt review

FUNCTIONAL AREA V: ESSENTIAL INFRASTRUCTURE & SERVICES

PURPOSE

(Goals)

Monitor natural and/or human-induced events, and assess damage to essential services, basic sanitation (water, sewage and solid waste), energy, telecommunications, transportation, and the environment, in order to define the actions to be taken by the authorities for the protection of life and property, and for the rapid re-establishment of services and recovery of the environment.

SCOPE / CONCEPT OF OPERATIONS

(Actions)

It begins with the identification and estimation of damages (determining area affected by the event) and the state of critical infrastructure (water, sanitation, energy, telecommunications, transport) and the environment, the consolidation and organisation of information on damages and the planning and prioritisation of emergency management for these services. The process ends with the rehabilitation / early recovery of the various systems, including



schools and markets.

TASKS	<p>TASK 5.1. ASSESMENT OF DISASTER RISKS</p> <p>TASK 5.2. RESTORATION OF COMMUNICATIONS SERVICES</p> <p>TASK 5.3. RESTORATION OF TRANSPORT SERVICES</p> <p>TASK 5.4. RESTORATION OF WATER AND SANITATION SERVICES</p> <p>TASK 5.5. RESTORATION OF ENERGY SERVICES</p> <p>TASK 5.5 RESTORATION OF MARKETS AND SCHOOLS</p>
TASK 5.1 ASSESMENT OF DISASTER RISKS	
Responsible Agency county	Public Service And County Administration
Responsible Agency sub-county	Public Service And County Administration
List of Supporting MDAs, government departments, NGOs and private sector	NEMA, KRCS, Ministry of Health, Ministry of Environment, County Security and Enforcement Unit, Ministry of Public Works, Transport and Infrastructure
PURPOSE (Goals)	SUB-TASKS
Identify and perform a quantitative and qualitative record of the characteristics of potential events natural (landslides, dam ruptures, floods, fires, etc.) human (i.e. health related, transport accidents, industrial accidents, terrorism, etc.) or secondary risk (i.e. oil spills) that may occur as a result of the main phenomenon, from the start of the emergency through subsequent stages, in order to determine	<ol style="list-style-type: none"> 1. Collect initial information on hazard and potential impacts from existing sources 2. Communicate with authorities to request additional data and information relating to key hazards identified. 3. Compile initial assessments and verify with stakeholders. 4. Draft response plans for key hazards, including (where appropriate) plans for



its possible effects and appropriately establish priorities for response and rehabilitation work.

continuous hazard monitoring and early warning.

5. Provide information for Unified Commands at county and sub-county level to assist in response planning and decision making

6. Event close down and lessons learnt review

SCOPE / CONCEPT OF OPERATIONS

(Actions)

It starts after evaluating and categorising the key hazards facing the county, and identifying existing risk assessments and data sources that may assist in production of county plans.

It includes analysing relevant information and historical data in order to identify worst credible event scenarios against which multi-agency and sectoral response plans, early warning systems, and capacity building can be planned.

It also includes analysing affected areas to identify secondary risks and the potential for cascading emergency events.

TASK 5.2 RESTORATION OF COMMUNICATIONS SERVICES

Responsible Agency County

[County Department of ICT]

Responsible Agency Sub-County

[Sub-County Administration]



List of Supporting MDAs, government departments, NGOs and private sector

[Telkom Kenya, Kenya Power and Lighting, public Service, local Radio Stations, Safaricom, Airtel, Communications Authority of Kenya and County Administration]

PURPOSE (Goals)

Understand, qualify, and quantify the extent of damage to communications (telephone, radio, internet and satellite) following an emergency that has disrupted services. This includes an evaluation of the impact on service coverage and quality from the start of the emergency and through subsequent stages, in order to plan appropriately, establish response priorities and ensure the rapid rehabilitation of services.

SUB-TASKS

1. Activate and dispatch emergency teams managing incidents
2. Inform the UC on the state of damages and needs, identify (if required) temporary transport and communication alternatives and design an Action Plan
3. Share results and implement Incident Action Plan
4. Conduct complementary damage assessments
5. Implement initial rehabilitation actions
6. Event close down and lessons learnt review

SCOPE / CONCEPT OF OPERATIONS (Actions)

During the initial stage of the emergency, identify the distribution of damages and estimate the impact on telecommunications infrastructure, through rapid assessments and / or overflights of affected areas (in case of large-scale events). It also includes surveying, quantifying, and qualifying the damages according to detailed methodologies, in order to establish the operational capacity and define the measures to guarantee protection of



human lives, protection and management of infrastructure and the rehabilitation of services

TASK 5.3 RESTORATION OF TRANSPORT SERVICES

Responsible Agency County

County Department of Roads Energy and Public Works

Responsible Agency Sub-County

Sub-County Roads Energy and Public Works

List of Supporting MDAs, government departments, NGOs and private sector

County Administration, County Disaster Management Unit

PURPOSE (Goals)

Understand, qualify and quantify the extent of damage to transport infrastructure (air, maritime, rail, and road) and the impact on service coverage and quality, from the start of the emergency and through subsequent stages, in order to plan appropriately, establish response priorities and ensure the rapid rehabilitation of services.

SUB-TASKS

1. Activate and dispatch emergency teams managing incidents
2. Inform the UC on the state of damages and needs, identify (if required) temporary transport and communication alternatives and design



SCOPE / CONCEPT OF OPERATIONS (Actions)

During the initial stage of the emergency, identify the distribution of damages and estimate the impact on transport infrastructure through rapid assessments and/or overflights of affected areas (in case of large-scale events). It also includes surveying, quantifying, and qualifying the damages according to detailed methodologies, in order to establish the operational capacity and define the measures to guarantee protection of human lives, protection and management of infrastructure and the rehabilitation of services.

an Action Plan

3. Share results and implement Incident Action Plan
4. Conduct complementary damage assessments
5. Implement initial rehabilitation actions
6. Event close down and lessons learnt review

TASK 5.4 RESTORATION OF WATER AND SANITATION SERVICES

Responsible Agency county

County Department of Water Environment Natural Resources and Climate Change |

Responsible Agency sub-county

Sub-County office of Water Environment Natural Resources and Climate Change |

List of Supporting MDAs, government departments, NGOs and Private sector

[water service Providers, KACUWASCO, KRCS, Davis & Shirliff, WEWASAFO, Lake Victoria North Water Works |



PURPOSE (Goals)

Understand, qualify and quantify the extent of damage to water and sanitation infrastructure (treatment plants, water and sewage) and the impact on coverage and service quality, from the start of the emergency through subsequent stages, in order to plan and set priorities for response actions and ensure rapid rehabilitation of services.

Verify and guarantee the quality and quantity of water supply for the general population, until public services are re-established.

SCOPE / CONCEPT OF OPERATIONS

(Actions)

During the initial stage of the emergency, identify the geographical distribution of damages and estimate the impact on potable water, sewerage, and sanitation infrastructure, through rapid assessments and/or overflights of the affected areas (in the case of large-scale events). It also includes surveying, quantifying and qualifying damages through detailed methodologies, in order to establish the operational capacity and define the measures to be taken to guarantee protection of human lives, protection and management of infrastructure and

SUB-TASKS

1. Activate and dispatch emergency teams to evaluate impacts and manage incidents
2. Inform the UC about damages and needs, identify temporary alternatives for water supply and sanitation, and develop Action Plan
3. Implement Incident Action Plan, Monitor / maintain systems in place and / or periodic supply of water
4. Conduct complementary damage assessment
5. Implement initial rehabilitation work
6. Event close down and lessons learnt review



rehabilitation of services.

TASK 5.5 RESTORATION OF ENERGY SERVICES

Responsible Agency County	County Department of Roads Energy and Public Works
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Responsible Agency Sub-County	Sub-county Office of Roads Energy and Public Works
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List of Supporting MDAs, government departments, NGOs and private sector	Trade and Industrialisation, KENGEN, KETRACO, Kenya Power, Department of Lands Housing Urban Areas and Physical Planning
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PURPOSE (Goals)

Understand, qualify and quantify the extent of damage to the energy infrastructure (electricity, gas, oil and others) and the impact on the coverage and quality of energy supply, from the start of the emergency through subsequent stages, in order to plan and establish the priorities for response actions and achieve rapid rehabilitation of supply.

SCOPE / CONCEPT OF OPERATIONS

(Actions)

During the initial stage of the emergency, identify the geographical distribution of damages and estimate the impact on energy infrastructure (electricity, gas, pipelines), through rapid assessments and/or overflights of the affected areas (in the case of large-scale events). It also includes surveying, quantifying, and qualifying the damages according to detailed methodologies, in order to establish the operational capacity and define the measures to guarantee protection of human lives, protection and management of infrastructure and the rehabilitation of supply.

SUB-TASKS

1. Activate and dispatch emergency teams managing incidents
2. Inform the UC about the state of damages and needs, identify (if required) temporary energy supply, and develop an Action Plan
3. Share information and implement Incident Action Plan
4. Conduct complementary damage assessments
5. Implement initial rehabilitation work
6. Event close down and lessons learnt review

FUNCTIONAL AREA VI: EMERGENCY MANAGEMENT



PURPOSE (Goals)	Lead disaster/emergency response through coordination with the relevant sub-national entities; establish decisions to be translated into effective response actions, based on timely information; design and keep track of actions for early recovery.
SCOPE / CONCEPT OF OPERATIONS (Actions)	<p>It begins once the characteristics of a large-scale event are identified, the alert is declared, if required, and the convening of the various Unified Commands (UCs) at national, county and sub-county levels are organised and established according to the National Emergency Response Plan and county Emergency Operation Plan.</p> <p>The information is analysed and processed for the prioritisation and coordination of response and rehabilitation work, emergency declaration according to impact and territorial distribution.</p> <p>A Comprehensive Incident Action Plan is established for managing the various emergency response actions at each UC, followed by continuous monitoring of their implementation, taking decisions, making the necessary adjustments, and guaranteeing appropriate legal support and technical, human and financial resources.</p> <p>Throughout the response process, the management must ensure continuous reporting on the impact and existing risks resulting from the event, safety recommendations, specific response and relief actions, and how to have access to relief/aid being provided.</p>
TASKS	<p>This functional area is divided into eight tasks:</p> <p>COMPREHENSIVE PLANNING AND EMERGENCY CORDINATION</p> <p>PUBLIC INFORMATION</p> <p>LEGAL AND ADMINISTRATIVE AFFAIRS</p> <p>COORDINATION OF DAMAGE AND NEEDS ASSESSMENT</p> <p>MANAGEMENT OF INFORMATION AND COMMUNICATIONS</p> <p>COORDINATION OF INTERNATIONAL ASSISTANCE</p> <p>COORDINATION WITH OTHER REGIONAL RESPONDERS AND</p>



THE PRIVATE SECTOR
RESOURCE MANAGEMENT

TASK 6.1. COMPREHENSIVE EMERGENCY PLANNING AND COORDINATION

Responsible Agency County	Public Service And County Administration
Responsible Agency Sub-County	[County Administration
List of Supporting MDAs, government departments, NGOs and private sector	All County Departments, KRCS, NGOs, ST John's Ambulance, MMUST, Ministry of Devolution and ASALs, Ministry of Interior and Coordination, Ministry of Defence
<p>PURPOSE (Goals)</p> <p>Evaluating the scale of the event and its consequences, and taking decisions for identifying strategic objectives, necessary mechanisms of action and coordination, and evaluating resource management and needs, in order to protect the population effectively and efficiently.</p>	<p>SUB-TASKS</p> <p>2. Unified Commands activated at national policy, national operations, county and sub-county levels depending on the level of declaration. Each UC establishes complimentary Incident Action Plans and puts in place arrangements to oversee and manage their delivery</p> <p>3. Provide regular Common Recognised Information Picture (CRIP) reports through the chain of command (see Annex 3 for details on CRIP)</p> <p>4. Conduct complementary damage assessment</p> <p>5. Plan for, and deliver early recovery and rehabilitation work</p> <p>6. Event close down and lessons learnt review</p>
<p>SCOPE / CONCEPT OF OPERATIONS</p> <p>The intervention begins by verifying the characteristics of a large-scale emergency, declaring emergency response levels in accordance with guidance set out in the NERP and CEOP. Establish Unified Commands at national, county and sub-county as appropriate, establish Incident Action Plans specifying emergency response and relief actions, defining objectives and determining resource allocation. Manage plan delivery making</p>	



adjustments throughout the implementation process as required.

TASK 6.2. PUBLIC INFORMATION

Responsible Agency County	Office of the Governor
Responsible Agency Sub-County	Office of the Governor
List of Supporting MDAs, government departments, NGOs and private sector	County Administration Unit, County Commissioner, County Security Enforcement Unit

PURPOSE (Goals)

Provide the population with timely early warning and risk mitigation information. During any event, provide updated information and recommendations on the impact caused by the emergency and the response actions taken for protecting lives, public and private assets, and the environment.

Provide and disseminate information about the actions and measures to be taken against potential consequential risks resulting from the main hazard event.

SCOPE/CONCEPT OF OPERATIONS

The intervention begins once the event report is received. This task includes acquiring an understanding about the post-event scenario, preparing press releases and information chains, as well as communication strategies and citizen awareness strategies for risk prevention.

SUB-TASKS

1. Establish hazard monitoring and early warning dissemination systems based on identified risks
2. Effectively disseminate warnings to the public and emergency response stakeholders when warning system trigger point thresholds are breached
3. Establish emergency response and coordination arrangements as set out in the NERP and CEOP, provide them with up to date information on warning systems and hazard monitoring status.
4. Unified Commands at national policy, national operations, county and sub-county levels establish communication plans based on agreed key lines to take and then oversee and manage their dissemination to impacted communities.
5. Provide regular updates through the Chain of Command on public



communications using the Common Recognised Information Picture (CRIP) reports

6. Review and revise public information regularly, issue refreshed and updated information as required

7. Event close down and lessons learnt review

TASK 6.3. LEGAL AND ADMINISTRATIVE AFFAIRS

Responsible Agency county	County Attorney
Responsible Agency sub-county	Public Service and County Administration
List of Supporting MDAs, government departments, NGOs and Private sector	National Government Administration
PURPOSE (Goals) <p>Ensure that the operations and actions carried out in response to an emergency are executed in accordance with the Constitution and legal framework, and that emergency response and resource allocation decisions are based on objective and transparent criterion.</p>	SUB-TASKS <ol style="list-style-type: none"> 1. Establish Unified Command support staff arrangements as set out in the NERP and CEOP 2. Ensure that Unified Commands at all levels follow the chain of command set out in the NERP and CEOP, and act within their development levels of decision making 3. Should a UC Committee identify questions relating to legal authority or statutory interpretation that cannot be resolved at their level, they must raise them with the higher UC in the chain of command. Decisions made at national level UCs will apply to all county and sub-county UCs who will be informed through the regular Common Recognised Information
SCOPE / CONCEPT OF OPERATIONS <p>The intervention begins with the evaluation of the emergency response level (national, county or sub-county) and in respect of any emergency declarations impacting daily life, such as imposition of curfews, etc.</p> <p>Administrative arrangements to support</p>	



Unified Commands and to implement the Incident Action Plan must be sufficient to ensure that emergency response operations are supported by the appropriate economic and legal framework, based on the decisions of the Unified Command Committee and the articulation of the different levels of government.

Picture (CRIP) reports

4. Maintain effective records at each UC, including logs of questions raised, actions and decisions taken, and any that were not taken
5. Event close down and lessons learnt review

TASK 6.4. COORDINATION OF DAMAGE AND NEEDS ASSESSMENT – DNA

Responsible Agency County	[Public Service and County Administration]
Responsible Agency Sub-County	[County Administration]
List of Supporting MDAs, government departments, NGOs and private sector	County Administration, Department of Social Services Sports Youth and Women Empowerment and Culture [KRCS, NGOs, NDOC, NDMU, UNICEF, World Vision, MMUST]
PURPOSE (Goals) Evaluate the post-disaster scenario and determine the needs of affected persons, in order to prioritise the lines of intervention to provide optimal response, compare needs with existing capacities, and determine whether an international appeal for aid is needed.	SUB-TASKS 1. Unified Commands identify requirements for DNA and appoint personnel or organisations to undertake the work, ensuring that individuals/organisations appointed are competent to do so
SCOPE / CONCEPT OF OPERATIONS Collect and consolidate information on damage assessments of critical infrastructure (water, sanitation, energy, telecommunications,	2. Unified Commands prioritise DNA work and coordinate assessments between different levels of government and across sectors for the areas they are geographically responsible for



transport, health and education), critical centres for emergency response (hospitals, fire and police stations, etc.), housing, markets educational centres, food supply centres, etc. Identify the needs of affected persons through rapid assessments (initial stage of the emergency), and conduct quantification of damages, economic valuation and consolidation of information with detailed methodologies (later stages), in order to provide the necessary information for planning and managing the emergency, and the process of rehabilitation or early recovery.

- 3.Unified Commands receive and review DNA reports, acting on the findings or passing them on to a higher level UC for action
- 4.Maintain effective records on each DNA including the actions and decisions taken by UC in response to their findings
- 5.Event close down and lessons learnt review

TASK 6.5. MANAGEMENT OF INFORMATION AND COMMUNICATIONS

Responsible Agency county	Department of Communication
Responsible Agency sub-county	County Administration
List of Supporting MDAs, government departments, NGOs and Private sector	School of Disaster Management and Humanitarian Assistance(MMUST), KRCS, Kenya National Police Service, NDMU, NDOC
PURPOSE (Goals) Coordination of effective, efficient, and timely collection, exchange, and dissemination of information, ensuring that decision makers and communities have accurate and up to date information upon which to base their decisions.	SUB-TASKS 1.Notification received by local government or first responder agency of an emergency situation; response initiated based on the information provided



SCOPE / CONCEPT OF OPERATIONS

It begins with the identification of an emergency incident and calls for assistance from impacted persons or communities. It includes the initial receipt and handling of any calls for assistance received by first responders, and any requests from the incident scene sent by first responders to their own dispatch centre or local government office. With incidents at Level 1 and Level 2, effective communications and exchange of information is required between incident scene and any local command post established, and between command posts and sub-county and county Unified Commands. Communications between members of Unified Command Committees are essential to inform Incident Action Plans, and between CDRMC and NDRMC to ensure liaison between the county and national level of response.

2. Requests for assistance from responders to their respective dispatch centre or office, providing information on the nature and extent of the emergency and the additional resources required
3. Communication to all Unified Command Committee and staff members to respond to the relevant EOC.
4. Establish communications between UCs at sub-county, county and national levels, exchange information and disseminate instructions
5. Provide timely and authoritative information for the public, informing them of the situation and issuing any safety guidance or instructions as may be necessary
6. Event close down and lessons learnt review

TASK 6.6. COORDINATION OF INTERNATIONAL COOPERATION

Responsible Agency County

Office of the Governor

Responsible Agency Sub-County

Office of the Governor

List of Supporting MDAs, government departments, NGOs and private sector

National Government Administration

PURPOSE (Goals)

SUB-TASKS



Coordinate effective, efficient, and timely humanitarian aid and support for response, through international cooperation, according to the specific conditions of each cooperation agency, and the needs and requests for aid.

SCOPE / CONCEPT OF OPERATIONS

It begins with the declaration of an emergency at level 4, requiring a call for international aid in accordance with the NERP. This decision will be taken by His Excellency the President, as advised by the National Security Council. Requests for international assistance will be made through existing diplomatic channels and systems, including bi-lateral and multi-national requests.

Incoming international assistance, including responders, equipment or goods, shall accepted into the country through agreed gateways such as nominated naval/sea ports and airports, and their deployment will be coordinated through the National Operational Unified Command and NDRMC.

International responders deployed and working in the field will fall under the relevant UC for that county, and CDRMCs will coordinate their deployment with SCDRMC.

1. A decision is made to declare a level 4 emergency, triggering a request by His Excellency the President for international assistance
2. Requests for assistance will be informed by advice and guidance provided from NSC, NDRMC and any other relevant expert groups. Requests will specify precisely what assistance is required, why it is required, and describing the function and tasks to be carried out
3. All incoming assistance will be directed to an authorised gateway. Incoming teams must be allocated a liaison officer who will maintain communications between the team and UC at national or county level
4. Maintain effective records on all incoming international assistance and monitor their movement and deployment at national and county levels
5. International response teams will have their own protocols for command and control of their personnel and arrangements for reporting back to their own nation or organisation. However, to ensure safety and effectiveness of response efforts, the activities of all international response agencies working in Kenya must be coordinated through the Kenya ICS system and the relevant UC
6. Event close down and lessons learnt review

TASK 6.7 COORDINATION BETWEEN JURISDICTIONS OF THE COUNTRY, NGOs AND THE PRIVATE SECTOR

Responsible Agency County	Office of the Governor
Responsible Agency Sub-County	Office of the Governor
List of Supporting MDAs, government departments, NGOs and private sector	Department of Public Service and County Administration, Kenya Private Sector Alliance
<p>PURPOSE (Goals)</p> <p>Ensure effective coordination and integration between all jurisdictions, NGOs and the private sector, in order to meet the needs of the emergency and make the best use of resources from the public, private and voluntary sector. Ensure a whole of government and whole of society response to major emergencies, coordinating all available resources, knowledge and skills in order to deliver a swift and safe resolution of any emergency and a rapid recovery and return to normality.</p> <p>SCOPE / CONCEPT OF OPERATIONS</p> <p>Unified Commands at national, county and sub-county and the Kenya ICS will provide a forum and structure for harnessing the resources and capabilities of all citizens, responders, government, NGOs and the private sector, and for coordination and cooperation across jurisdictional boundaries.</p>	<p>SUB-TASKS</p> <ol style="list-style-type: none"> 1.Unified Commands identify resource requirements for any specified emergency and the potential responders and stakeholders able to contribute to a response 2.Unified Commands at county level manage and coordinate resources within the county, allocating them to sub-county UCs as required 3.Unified Commands at county level coordinate with neighbouring jurisdictions and NDRMC in relation to any requests for assistance 4.NDRMC will maintain an overview of the operational situation and ensure responses are coordinated across jurisdictions and between the public and private sector 5.Event close down and lessons learnt review

TASK 6.8 RESOURCE MANAGEMENT

Responsible Agency county	i. County Department of Finance
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Planning and ICT |

Responsible Agency sub-county	Sub-County Office of Finance Planning and ICT
List of Supporting MDAs, government departments, NGOs and Private sector	County Disaster Management Unit, County Administration
<p>1.PURPOSE (Goals)</p> <p>Identify required resources, identify current resource availability, and identify options to address any resource gaps, mobilise, track and trace, resources. Establish appropriate governance and accounting systems.</p>	<p>SUB-TASKS</p> <ol style="list-style-type: none"> 1.Responder organisations track and trace their own assets and teams, and identify any resource surpluses or additional requirements, communicating these with UC 2. Unified Commands at county level manage and coordinate resources within the county, allocating them to sub-county UCs as required. 3. Unified Commands at county level coordinate with neighbouring jurisdictions, NDRMC in relation to resource needs and any requests for assistance. They will also liaise with the private sector and activate ‘call down’ contracts for goods and services as required 4. NDRMC will maintain an overview of the resource needs of each county UC and coordinate the use of mutual aid between counties. They will also determine the use of national resources, prioritising their use and allocating them to impacted counties as appropriate. NDRMC will also liaise with national level suppliers of critical goods, such



as energy, communications, or transportation, to ensure that strategic supplies are maintained and requests for urgent goods or services can be prioritised

5.Event close down and lessons learnt review

SCOPE / CONCEPT OF OPERATIONS

Individual response organisations will generally manage their own resources, but when responding to a major event, may need to coordinate resource management at county and sub-county Unified Commands. UCs provide a forum and structure for identifying resource requirements and managing actions to ensure that responders and citizens have access to the resources they need for an effective response when they need them. This requires effective resource identification and tracking, and the harnessing of all available resources from citizens, responders, government, NGOs and the private sector.



Annex T2: Membership and Function of County Disaster Risk Management Committee (CDRMC)

Core CDRMC Members

S/N	NAME	DEPARTMENT/SECTOR	P/NO
1	Mrs. Rodah Masaviru OGW	County Executive Committee Member Public Service and County Administration	0722518548
2	Dr. Collins Matemba	County Executive Committee Member for Health Services	0721576312
3	Mr. Kassim Were	County Executive Committee Member for Social Services, Sports, Youth and women empowerment and Culture	0721277492
4	Mr. Phanuel Kulati Wangia	County Executive Committee Member for Environment water, natural resources and Climate Change]	0722812274
5	Hon. Robert Makhanu	County Executive Committee Member for Lands, Housing, Urban areas and Physical Planning	0722842514
6	Dr. George A. Lutomia, PhD	County Executive Committee Member for Education, science and Technology	0720377068
7	Mr Geoffrey Omulayi	County Executive Committee Member for Roads Energy and Public Works	0722896292
8	Dr. Beatrice Sabana	County Executive Committee Member for Finance, Planning and ICT]	0722462570



9	Mr Alfred Matianyi	County Executive Committee Member for Trade and Industrialisation	0722796546
10	Mrs Rachel Okumu	County Executive Committee Member for Agriculture Livestock Cooperatives, Veterinary services and Fisheries	0722424486
11	Mr. Musa Chibole	Chairman for Disaster Management Technical Committee	0722720562
12	Ms. Pauline Dola	County Commissioner	
13	Mr. Hassan Barua	County Police Commandant	
	Invited CDRMC Members		
1	Dr. Maurice Pepela, PhD	School of Disaster Management & Humanitarian Assistance (Masinde Muliro University of Science and Technology)	0722580802
2	Mr. Nicholas Anyangu	Civil Society	0725996496
3	Ms. Euphresia Musundi	Kenya Red Cross Society	0711927217
4	Mr. Victor Wambani Wakhu	Kenya National Chamber of Commerce]	0725121083



Role of the CDRMC – Emergency Preparedness

Overview

The County Disaster Risk Management Committee (CDRMC) is a multi-sectoral body responsible for providing leadership and coordination of preparedness activities at county-level, ensuring that all relevant ministries, departments, and agencies work together effectively. CDRMC committee members are responsible for working together on activities such as emergency response planning, training, drills and exercises, community risk reduction campaigns, and oversight of local response plans and standard operating procedures (SOPs) produced by sectoral responders.

Key Preparedness Functions for CDRMC Include

- a.** Advise the county government on matters relating to disaster risk management;
- b.** Formulate the county disaster risk management plans and policy in line with the national plan and policy;
- c.** Promote civic education and public awareness, training, and capacity building on disaster risk management in the county including in schools;
- d.** Make recommendations to the county government regarding financial matters in relation to disaster risk management;
- e.** promote an integrated and coordinated approach to disaster risk management in the county, with special emphasis on prevention, mitigation preparedness, response and recovery by other role-players involved in disaster risk management in the county;
- f.** Collaborate with the Authority, on matters relating to disaster risk management;
- g.** Mobilisation and storage of relief and emergency supplies;
- h.** Submit periodic reports to the Authority; and
- i.** Carry out any other function as may be expedient to the better carrying out of the functions of the county Committee.

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

- a.** Its activities during the year;
- b.** Results of its monitoring and evaluation of prevention and mitigation initiatives;
- c.** Disasters that occurred during the year in the county together with information on:



- their classification, magnitude, severity, and impacts;
 - challenges experienced in dealing with the disasters; and
- d. Progress on the preparation and regular updating of disaster risk management plans and strategies in the county.
- e. The planned programme of emergency preparedness and response activities, drills, and exercises for the coming year

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

Role of the CDRMC: Emergency Response

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

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

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



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

Located at Mwauda (adjacent to urban planning office) (between Kakamega Law Courts and Amalemba Primary along Ephraim Andere Road).

P.O Box 36 – 50100, Kakamega

EOC Tel no. 056-2031155.

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

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

Further details about to the establishment and management of CDRMC when operating as a Unified Command is set out in **Annex 3**

Secretariat Support Structure for CDRMC

When acting in its routine role for management of emergency preparedness work at county-level, the CDRMC Chair should make arrangements for general secretariat support including the organisation of meetings, production of minutes and reports, and drafting and submission of the Annual CDRMC Report and Action Plan to the County Assembly. Once established through the anticipated Disaster Risk Management Act, these functions may be assumed by the County Disaster Risk Management Centre. In addition, a Duty Contact Officer roster system should be established to ensure that CDRMC can be contacted and informed immediately should any emergency arise. This Duty Officer function may be also delegated to the County Disaster Risk Management Centre where established.

When operating as a Silver Level Unified Command, CDRMC will establish a supporting Command and General Staff Function as set out in **Section 3.7** of the CEOP. The establishment and management of the Unified Command is set out in more detail in **Annex 3**.



Nominated duty officers and secretariat staff members may come from the County Disaster Risk Management Centre, or any other organisation represented in the Core CDRMC membership, so long as they have been trained for the role they are expected to carry out. Training for all CDRMC Members and Secretariat staff must include initial training on the NERP, CEOP and the individuals nominated role within the Kenya ICS. Initial training must be supplemented by regular ongoing drills and exercises to maintain key skills. The frequency for this ongoing training should be no less than that set out in **Section 2.6.3** of the CEOP but may be more regular if circumstances allow.

The key Command and General staff roles, and contact details of nominated personnel, are as follows:

Command Staff

Public Information Officer	Mr Sumba Juma Director Public Communication	[0710452222]
Public Information Officer	Mr Wabuyabo Head of Administration	[0726229314]
Safety Officer	Fredrick Otinga Response officer	[056 2031155/0726229513]
Safety Officer	Lavenda Achieng' Response Section	[0707153491]
Liaison Officer	Edilquine Amaumo Logistics and Communication Officer	[0727393961]
Liaison Officer	David Injene Head of preparedness	[0727393961]



Legal Counsel	Viviane Mmbaka County Attorney	[0724914405]
Legal Counsel	[]	[]

General Staff

Operations Section Chief	Chepkorir Abigael Director Disaster Management	[0710532237]
Operations Section Chief	Fredrick Otinga Head of response	[0775173104]
Planning Section Chief	Dr Dominic Muteshi Chief officer PSA	[0723122537]
Planning Section Chief	Eunice Amlega, Planner PSA	[0722461002]
Logistics Section Chief	Ishmael Makanga Head of Transport	[0711348158]
Logistics Section Chief	Edwin Mukoto Lead engines operator	[0722158616]
Finance / Admin Section Chief	Amb. James Ochami Finance officer	[0722720718]
Finance / Admin Section Chief	Dominic Maunde Finance Officer	[0728078349]
[]	[]	[]
[Drafting Note: Add more names where available]	[]	[]
[]	[]	[]



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Duty Officer Contact Details

The CDRMC Duty Officer can be contacted 24/7 in the following ways;

056-2031155, ronoabigal@gmail.com] |

CDRMC Emergency Operations Centre



Annex 3: Establishment and Management of CDRMC when operating as a Unified Command

CDRMC Activation levels

International lessons identified from emergencies, including pandemics, floods, droughts, and other natural hazard events, show that activating Unified Command (UC) structures at an early stage on a precautionary basis can be extremely helpful in ensuring national, county and local responders are ready if a situation suddenly worsens.

Unified Command structures may be activated at the technical level only, without the need to physically convene all members of the relevant UC Committee and their associated Command and Staff Group members at the outset. Where a County Disaster Risk Management Centre has been established, these technical monitoring and support functions may be allocated to them. When a UC is established at a technical level only, other appropriate means can be used to share information between relevant partners to assess and monitor the extent of the emergency. Should full activation of UC subsequently become necessary, key information and data will be already available and delays in establishing UC will be reduced.

In recognition of these considerations, CDRMC will function according to the following Activation levels:

Normal Activity: Colour Coded Green

During Normal Activity - Green Status: the nominated duty officers at county-level, along with members of the county Disaster Risk Management Centre where established, will maintain their normal day-to-day operations and working arrangements. A 24/7 roster of on-call Duty Officers

FIGURE 1: UC Activation Levels

None	Normal Activity
Level 1	Situation Monitoring
Level 2	Partial Activation
Level 3	Full Activation



should be established to act as the first point of contact for emergency-related information. They will liaise as required with the relevant Chair, or any other person as appointed by the Chair, to determine whether UC should be activated, and if so, at what level?

Level 1: Situation Monitoring - Colour Coded Yellow

At Level 1 (Yellow Status) the role of UC duty officers at county level, along with members of the county Disaster Risk Management Centre where established, is to monitor and follow-up on any impending threat, an unusual event, or situation that has the potential to escalate and require the establishment of a UC at county level. Level 1 UC is typically an internal activation of the Duty Officer and relevant staff from the UC Command and General Staff groups as required but without the full establishment of the relevant UC Committee. At this level of UC activation, no formal emergency declaration has been made, the UC Duty Officer and staff groups operate as a monitoring and support function and as no formal decision-making role is required, the UC committee is not activated. For Level 1 UC activations, the threat or situation simply warrants observation, verification of appropriate action, and follow-up by specialist staff, as necessary.

During a Level 1 activation of a UC the on-call Duty Officer, along with any other team members they deem necessary, will provide 24-hour monitoring of the situation, either from an EOC facility or working remotely. The UC Chair, or any other person appointed by them, will be informed whenever level 1 is activated by the on-call Duty Officer.

Level 1 UC is activated by the UC on-call Duty Officer, and can be envisaged under the following circumstances (this list is neither prescriptive nor exhaustive):

- a.** A significant emergency is underway at village or ward level, even though at this stage it is not thought likely to escalate further and require a formal emergency declaration and activation of the sub-county level UC.
- b.** Early warning is received of an incoming weather system, rising floodwaters, or any other identified potential threat that is yet to materialise and for which the impacts are uncertain.

The purpose of Level 1 Activation is to:

- Ensure the CDRMC Chair, or a person appointed by them, is informed of a developing situation and that UC support staff is brought to an appropriate state of alert.



- Technical preparations for an imminent event or monitoring of an on-going localised event for a potential escalation
- Provide an efficient means of managing and disseminating emergency information (internal and external).

Required Personnel Resources:

- UC Duty Officer
- Additional UC Staff Team members or specialists at the request of the Duty Officer.

Level 2: Partial Activation - Colour Coded Orange

At Level 2 (Orange Status) the role of the UC is typically a transitional, limited activation to provide auxiliary support for disaster operations being managed by a sub county UC, where a full county-level activation was not necessary, or to monitor an ongoing localised incident for potential escalation; and/or to initiate preparations due to a significant threat of a disaster before a formal declaration.

Level 2 UC activation is initiated by the CDRMC Chair or any other person as appointed by the CDRMC Chair. At Level 2, UC Command or General Staff plus selected CDRMC members as identified by the Chair may be mobilised to the UC EOC in an advisory capacity. Level 2 activations are envisaged to provide technical monitoring and support without the need to formally declare a county level emergency and activate the full county UC. The National Duty officer at NDRMC will be informed whenever CDRMC is activated at Level 2.

Level 2 UC activation of a county UC can be envisaged under the following circumstances (this list is neither prescriptive nor exhaustive):

- a. Significant sub-county Emergency incident in progress that requires an additional level of coordination or supporting actions at county level, but not full activation of the county UC.
- b. During an escalating incident that may have possible countywide impacts.
- c. In response to an early warning or alert of a significant emergency that is yet to materialise, but likely to have countywide impacts if it does.

During Level 2 Activation, the UC will be operational as the situation warrants.



The purpose of level 2 Activation is to:

- Provide enhanced coordination and support during an on-going local incident at sub-county level
- Ensure that appropriate county-level agencies are fully coordinated and prepared to respond should events escalate
- Efficiently manage information flow between primary responders, the media, and the public.

Required Personnel Resources:

- UC Chair or their nominated Deputy
- UC Committee members as deemed necessary by the UC Chair or their nominated Deputy.
- UC Command or General Staff as deemed necessary by the UC Chair or their nominated Deputy

Level 3: Full UC Activation - Colour Coded Red

At Level 3 – Red status - Full activation of the UC and all supporting structures takes place to provide a focal point for coordination and management of response at county and sub-county level as set out in the CEOP. Level 3 Activation of the UC is initiated by the CDRMC Chair or any other person as appointed by the CDRMC Chair. The National Duty officer at NDRMC will be informed immediately when a Level 3 activation of CDRMC has taken place so that they may consider the requirement to activate the national level of UC.

At Level 3 UC activation. CDRMC Chair should identify any additional organisations or specialists that need to be invited to join the UC committee, and agree on representatives to fill the General or Command Staff functions, supplemented as required by additional experts to undertake any other specialist roles as they see fit.

Level 3 full UC Activation can be envisaged under the following circumstances (this list is neither prescriptive nor exhaustive):

- Full activation of the county UC will occur whenever a Level 2 (county level) emergency is declared by the CDRMC Chair. Generally, this is when significant impacts over large parts of the



county are expected to occur or have already occurred, and/or when an incident with significant impacts or local socio-political significance has, or is expected to, occur.

- A full activation of the UC at county-level will automatically occur for events that have already, or have the potential, to overwhelm the county and require national coordination or mobilisation of national resources.
- Whenever a national emergency Level 3 is declared by the Chair of NDRMC, UCs in all impacted Counties and sub-Counties must also be activated.

During a Level 3 full Activation, UCs may be required to remain operational 24 hours per day for the duration of the response effort as directed by the UC Chair and will remain operational until the Chair has authorised demobilisation. Planning and staffing arrangements should be organised accordingly.

The purpose of Level 3 activation is to:

- Ensure the UC Committee is convened and that Command and General Staff functions are fully established and ready to meet the needs of the situation.
- Ensure effective communication and liaison between UCs at the sub-county, county, and national levels.
- Ensure effective coordination between all ministries, departments, agencies, government departments, NGOs, and private sector organisations at county and sub-county level, and ensuring effective resource support, financial management, and public information.

Required Personnel Resources:

- The UC Committee Chair, or any other person as appointed by the Chair;
- UC Core Committee members;
- Any other UC invited members identified in the CEOP;
- Any other UC invited members not already identified in the CEOP but deemed necessary by the UC Committee Chair to assist the response to a specific emergency;
- UC Secretariat Command and General Staff teams and all associated support cells deemed necessary by the UC Committee Chair;



- The UC Command and General Staff teams will activate advisory sub-committees or task teams as required within their functional area, depending on the operational requirements and circumstances.

Communications and Links between various levels of Unified Command

Incident Information Flow

Effective information flow is essential to efficient emergency response. One of the primary concerns for the UC at each Level is the efficient assimilation, movement, and dissemination of information between SCDRMCs and CDRMC, and between CDRMC and NDRMC. In turn, this ensures effective communication between response agencies, stakeholders, and the public at large. A robust communications system is critical in facilitating this flow of information.

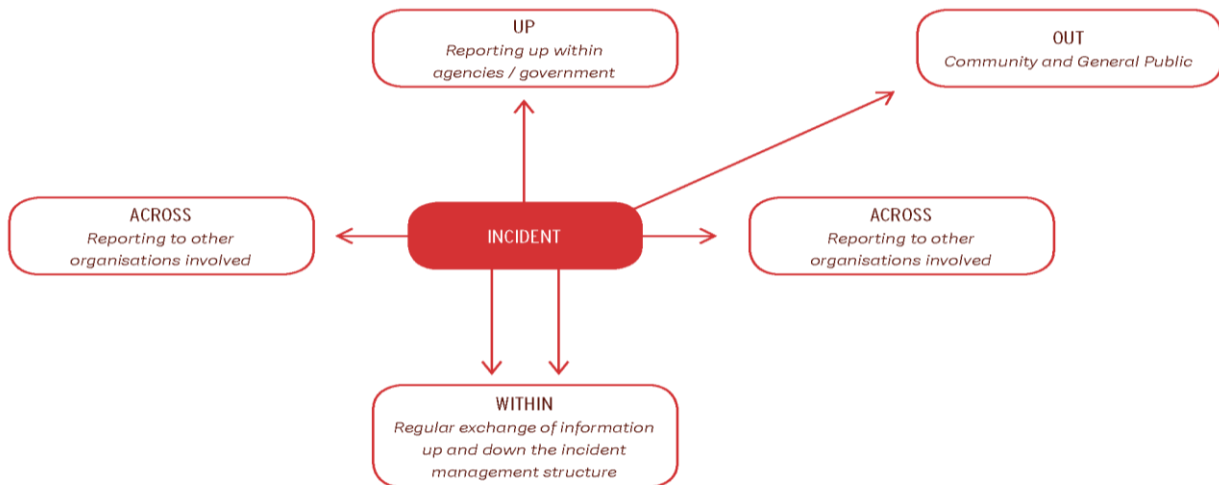
The CDRMC UC structure enables this communication flow in the following ways:

- Up:** CDRMC will report information, decisions, and situational reports to NDRMC (*where activated*) to facilitate effective situational awareness, coordination and decision making at national level;
- Across:** All MDAs and organisations involved in the response at county-level will share information through the UC Committee structure, facilitating multi-agency information exchange and operational coordination;
- Within:** Each MDA, government department and organisation represented at the UC provides regular reports and exchange of information both up and down their own incident command chain, in addition to a formal exchange of information between each UC through the CRIP system. This enables a common operational picture to be established, and effective multi-agency and multi-sectoral Incident Action Plans to be agreed;
- Out:** the CDRMC UC provides authoritative and timely reports, information, and guidance for the impacted community and general public at large, including instructions on actions to be taken, or not taken;

These communications flows are illustrated further in **Figure 2** below.



FIG 2: UC Communications Pathways



Source: P. Hayden 2015, National Response Plan, Republic of Mauritius

Where the national level UC has been activated, the CDRMC Chair will maintain regular contact with the Chair of NDRMC. Whenever the county UC is established, the CDRMC Chair will maintain regular contact with the Chairs of SCDRMCs. The CDRMC Operations Section Chief is expected to maintain regular communications with the Operations Section Chiefs at SCDRMC to receive situational updates and to pass on any changes in instructions from the county level. Where NDRMC is established, the CDRMC Operations Chief will maintain regular communications with the Operations Section Chief at NDRMC to keep them updated on the overall situation at county-level.

For Level 1 and Level 2 (county and sub-county) emergency response levels, the CDRMC Operations Section Chief shall establish a timetable for submission of Common Recognised Information Picture (CRIP) reports from each SCDRMC. For Level 3 and Level 4 (national) emergency response levels, the NDRMC Operations Section Chief will establish a timetable for submission of CRIP reports from each county. The establishment of regular timetables for formal updates and exchange of information within the Chain of Command should not limit the earlier exchange of information should the situation demand. A template for the production of CRIP reports is set out in **Annex 3** to this note below.



Decision Making Model for the CDRMC

When bringing together decision-makers from multiple MDAs, government departments, NGOs, and the private sector at the UC, a common decision-making model is useful in avoiding confusion and misunderstanding. A wide range of decision-making models exist, including specific models used by individual agencies. All are designed to provide practical support for decision-makers working under difficult circumstances. A guiding principle is that they should not be over complicated to avoid the risk that they will be too complex to follow during an actual emergency.

In addition to the lack of a single decision-making model for multi-agency groups, one of the difficulties facing decision makers in a joint emergency response is how to bring together the available information, reconcile objectives and then make effective decisions together. A Joint Decision Model (JDM), shown in **Figure 3** below, has been developed to enable this to happen.

In common practice with most decision models, the JDM is organised around three primary considerations:

Situation: what is happening, what are the impacts, what are the risks, what might happen, and what is being done about it? Situational awareness is having appropriate knowledge of these factors.

Direction: what end state is desired, what are the aims and objectives of the emergency response and recovery efforts, and what overarching values and priorities will inform and guide this?

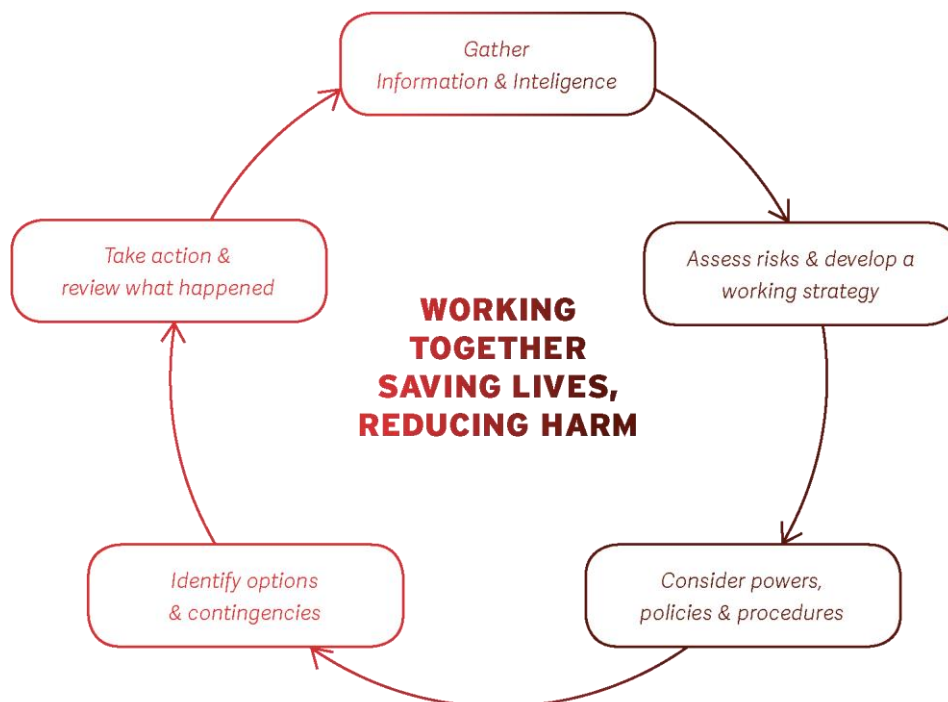
Action: what needs to be decided, what needs to be done, and by who, to resolve the situation and achieve the desired end state?

The JDM develops these considerations and sets out the various stages of how joint decisions should be reached. One of the guiding principles of the JDM is that decision-makers will use their judgement and experience in deciding what additional questions to ask and considerations to take into account, to reach a jointly agreed decision.



Members of UC Committees must, therefore, be free to interpret the JDM for themselves, reasonably and according to the circumstances facing them at any given time. Strict adherence to the stepped process outlined in the JDM should always be secondary to achieving desired outcomes, particularly in time-sensitive situations. A detailed and well-practiced understanding of the JDM will facilitate clear and ordered thinking under stress. The following sections summarise the questions and considerations that UC Committee members should think about in following the

FIG 3: Joint Decision-Making Model



Source: Adapted from UK Joint Emergency Services Interoperability Principles Manual 2017

model.



Working Together – Saving Lives, Reducing Harm

Joint decisions must be made with reference to the overarching or primary aim of any response to an emergency: to save lives and reduce harm. This can only be achieved through a well-coordinated and collaborative multiagency response. Decision-makers should have this uppermost in their minds throughout the decision-making process.

Gather and share information and intelligence

Situational awareness is about having appropriate answers to the following questions:

- a. What is happening?
- b. What are the impacts?
- c. What are the risks?
- d. What might happen? and
- e. What is being done about it?

In the context of the JDM, shared situational awareness becomes critically important. Shared situational awareness is achieved by sharing information and understanding between the organisations involved, and between the UCs established at sub-county, county and national levels of response, to build a stronger, multi-dimensional awareness of events, their implications, associated risks and potential outcomes.

For major and complex emergencies, it is a simple fact that no single organisation can initially appreciate all relevant dimensions of an emergency. This deeper and wider understanding will only come from meaningful communication between multi-agency stakeholders. This should be built upon agreed procedures to share the required information and a commitment to use commonly understood terminology rather than service-specific terminology or jargon where this may impede understanding. In simple terms, members of UC Committees cannot assume other MDAs or responders' personnel see things or say things in the same way, and a sustained effort is required to reach a common view and understanding of events, risks, and their implications.



Production, maintenance, and dissemination of a common recognised information picture (CRIP) is a key priority for the UC, ensuring that decision-makers at higher levels of UC have the appropriate data and information necessary to make effective decisions. The process for production and dissemination of a CRIP at each UC level will also prompt UC committee members and secretariat staff to discuss and consider the situation and how it may develop in the next period? Recording the information produced through this process not only helps in emergency response management but can provide the information necessary for an effective public communications strategy.

Decision making in the context of an emergency, including decisions involving the sharing of information, does not remove the statutory obligations of agencies or individuals, but it is recognised that such decisions are made against agreed multi-agency objectives and an overriding priority to save lives and reduce harm.

Jointly assess risks, develop a working strategy

Understanding risk is central to effective emergency response and recovery. The Kenya NERP and CEOPs place a requirement on key stakeholders to work together to prepare for foreseeable emergencies, developing an accurate and shared understanding of the risks which would or may affect the geographical area for which they are responsible, and to establish and practice plans to respond to any emergencies arising.

During an emergency response, that emergency preparedness planning and training should be utilised to inform Incident Action Plans (IAP) developed for each UC. A key task for UC Committees is to build and maintain a common understanding of the full range of risks arising from an emergency and the way that those risks may be increased, reduced or controlled by decisions they might make and subsequent actions taken.

The assessment of risk within the UC will assist in the development of a common understanding of threats and hazards and the likelihood of them being realised. This information will inform decisions made by the UC Committee in respect of priorities, risk control measures and deployment of available resources.

Risk mitigation measures employed by individual MDAs also need to be understood by the other responding organisations to ensure any potential for unintended consequences are identified in advance of any activity commencing. For example, fire services' understanding of hazardous



materials may lead them to restrict access for unprotected staff to an area. Unless that assessment of risk is shared appropriately and the risk area effectively cordoned off, other agencies less aware of the risks may deploy unprotected staff into the hazard area.

A joint assessment of the prevailing risks also limits the likelihood of any responder following a course of action in which the other response partners are unable to participate. This sharing of information and establishment of a common understanding, therefore, increases the effectiveness and efficiency of the response as well as the probability of a successful resolution of the incident.

It is rare for a complete or perfect picture to exist during the early stages of any incident and therefore a working strategy based on the best information available at the time should be drafted, and reviewed and updated as more information becomes available.

The following should be considered when developing that working strategy:

- a. **What** are the aims and objectives to be achieved?
- b. **Who** is responsible for key actions – police, fire, local government, St John Ambulance, Red Cross, or any other partner organisations?
- c. **When** will the actions occur, what are the timescales, deadlines, and milestones?
- d. **Where** will activities and responses occur and what are the locations?
- e. **Why** are certain actions and activities needed now (or at a specific location): what is the rationale?
Is this consistent with the overall strategic aims and objectives?
- f. **How** are these tasks going to be achieved?

To formulate and deliver an effective integrated multi-agency IAP, the following key steps must be undertaken:

- **Identification of hazards:** Hazard and risk information for pre-identified major risks, such as chemical plant, port or airport facilities, will be compiled by responsible MDAs and incorporated into sectoral response plans. This hazard information will be supplemented by additional information from the incident scene once the first responders arrive. Information gathered from the incident scene by individual agencies must be shared with the sub-county UC, and from there, through the command chain to county and national UCs as appropriate.



- **Dynamic risk assessment:** Undertaken by Command and General Staff at the UC on a continuous basis, reflecting the tasks/objectives to be achieved, the hazards that have been identified and the likelihood of harm from those hazards.
- **Identification of the tasks:** Each MDA should identify and consider the specific tasks to be achieved according to its role and responsibilities and all of these should be recorded in the IAP.
- **Apply control measures:** Each UC should consider and apply appropriate control measures to monitor actions they are responsible for in order to ensure any risks arising are as low as reasonably practicable.
- **Integrated multi-agency tactical response plans:** The UC IAP must establish what should be done, and by whom, but will need to be supported by more detailed tactical delivery plans setting out how actions will be delivered. The tactical delivery plans of each MDA should be developed on a multi-agency and integrated basis, ensuring that they will deliver the agreed goals and priorities set out in the IAP.
- **Recording of decisions:** The outcomes of the joint assessment of risk should be formally recorded by UC General Staff, together with the identified priorities and the agreed multi-agency IAP. The Chair of the UC Committee should sign copies of agreed documents to certify them as being a true reflection of the decisions made. It is acknowledged that in the very early stages of the incident this may not be possible, but it should be noted that post-incident scrutiny inevitably focuses on the earliest decision-making.

List of attachments

1. Guidance Note for Conduct of County Unified Command Committee Meetings
2. Unified Command (UC) Committee Administration
3. CRIP Template
4. Template for Incident Action Plan (IAP)



Attachment 1: Guidance Note for Conduct of County Unified Command Committee Meetings

1. A reminder of key objectives and issues:

Key tasks for the UC Committee include:

- a. Gather and then maintain an accurate operational picture:
 - i. What is happening?
 - ii. What are the impacts?
 - iii. What are the risks?
 - iv. What might happen? and
 - v. What is being done about it?
- b. Determine the longer-term and wider impacts of the event and assess risks with significant implications;
- c. Ensure effective coordination across all agencies and sectors of disaster response;
- d. Produce an Incident Action Plan that establishes the framework, policy and parameters that all responders under the UC will follow and communicate to all responding MDAs and other UCs that may be established; and
- e. Monitor the context, risks, impacts and progress towards defined objectives.

The UC Committee is established to define multi-agency strategy and it is expected that the representatives from each MDA will work together constructively and collaboratively to reach a consensus before issuing consistent instructions to their agencies to work per the agreed IAP. This means that each responding MDA must act in a directed and coordinated fashion in pursuit of the objectives that they have mutually agreed.

The UC Committee and supporting secretariat structures may take some time to set up and obtain a clear picture of unfolding events. This initial period following an incident occurring may be when the best opportunities exist to take decisive action. Where UC is activated in response to a no-notice incident, their default strategic objectives are to:

- Protect human life and, as far as possible, property and the environment;
- Alleviate suffering;



- Support the continuity of everyday activity and the restoration of disrupted services at the earliest opportunity; and
- Uphold the rule of law, the Constitution, and the democratic process.

As a first priority, the UC Committee must formulate an IAP that prioritises key objectives and clarifies the actions to be taken, and by whom. The IAP will then provide the focus for all responding organisations. As the UC Committee meets and gains a full understanding of the situation, supported by the UC support staff groups, they should then review and amend the IAP and adjust objectives and priorities, as necessary.

The UC Committee Outline Agenda

NOTE: It is for the UC Committee Chair to determine the frequency and agenda for UC Committee meetings. The following is intended only as a suggestion of some key issues that should be covered at the initial UC Committee meeting and subsequent briefings/meetings.

First Unified Command Committee meeting

- a. Introduction from the Chair and outline of the general situation as it is currently known, confirmation of appointments to Secretariat Command and General Staff Positions, identification of any further organisations or individuals that should be invited to become UC Committee members for this event, declaration of any issues requiring urgent action/decision;
- b. Discussion and confirmation of decisions on urgent items.

Adjourn as necessary to action urgent issues:

- a. All UC Committee members, including any ad-hoc members invited by the Chair, briefly introduce themselves (This is by exception only, it is anticipated that all UC members will know each other through prior training and exercising.)
- b. Chair outlines the objectives for this meeting.
- c. UC Operations Section Chief provides an overview of the operational situation as currently understood following the CRIP information format. The briefing should include any intelligence or information on anticipated conditions or developments over the next period. *(UC Operations Section Chief will liaise with their other counterparts in the General and Command Staff to ensure they have a comprehensive understanding of the situation prior to the briefing session.)*



- d.** Establishment of operational objectives and priorities to be included in the Incident Action Plan (*Established at the 1st meeting, then subsequently reviewed at each meeting*) Where the UC Committee is activated in response to a no-notice incident, its default strategic objectives are to:
- i.** Protect human life and, as far as possible, property and the environment;
 - ii.** Alleviate suffering;
 - iii.** Support the continuity of everyday activity and the restoration of disrupted services at the earliest opportunity; and
 - iv.** Uphold the rule of law, the Constitution, and the democratic process
- e.** Consideration of emerging issues / urgent actions arising and identifying the responsible MDA or person.
- f.** Chair concludes meeting and confirms the time of next briefing and the agreed priority actions for the next period
- g.** Record all agreed actions in the Incident Action Plan using SMART objectives that are;
- i.** Specific
 - ii.** Measurable / Measurement
 - iii.** Achievable
 - iv.** Relevant
 - v.** Time-Oriented

Second and Subsequent Unified Command Committee Meeting

- a.** Introduction from the Chair including a reminder of the objectives for this meeting and declaration of any issues requiring urgent decision;
- b.** Discussion and confirmation of decisions on urgent items;

Adjourn as necessary to action urgent issues:

- a.** UC Operations Section Chief provides an overview of the operational situation as currently understood following the CRIP information format. The briefing should include any intelligence or information on anticipated conditions or developments over the next period. (*UC Operations*



Section Chief will liaise with their counterparts in the General and Command Staff to ensure they have a comprehensive understanding of the situation prior to the briefing session.)

- b.** Short update/input from each agency, including a progress report on priority actions for their organisation that had been previously been set and agreed in the Incident Action Plan.
- c.** Review and revision as necessary of operational objectives and the Incident Management Plan.
- d.** Consideration and agreement of emerging issues / resource requirements / urgent actions arising.
- e.** Determine any new actions required and allocate responsibility for agreed actions using SMART Objectives that are:
 - i.** Specific
 - ii.** Measurable / Measurement
 - iii.** Achievable
 - iv.** Relevant
 - v.** Time-Oriented
- f.** Chair concludes meeting and confirms the time of next briefing and the agreed priority actions for the next period.



Attachment : Unified Command (UC) Committee Administration

Administration Requirements for UC Committees:

- a.** Nameplates for UC Committee Members and any additional experts invited to attend by the Chair should be prepared and in place.
- b.** UC support staff should maintain a record of key issues discussed, and all actions that are agreed. This record should include time and dates of discussions and decisions and list all members present.
- c.** The record log should list any decisions that were not made, in addition to those that were.
- d.** All IAPs CRIPS, status reports, and any requests for assistance and resources should be formally recorded.



Plate 4.0: Shibale area floods-Mumias central ward

Attachment 3: Common Recognised Information Picture Template

Preamble

FLOODS EMERGENCY IN MUMIAS WEST- SHIBALE

CRIP-001



DATE: 14TH APRIL, 2021

TIME: AS AT 0500HRS

ABIGAEL

The Ground

The Ground

Shibale area is along river Nzoia with a population of 2000 people. The effected Population is 700 people. The area is served by the Shibale Primary school, St. Mary's Hospital, ACK church and Mosque. The bridge on river Nzoia was affected cutting off transport to Busia and Bungoma towns. The water levels have continued to rise washing away crops and domestic animals as well as marooning the home states. Some residents have been moved to Shibale Primary School others are still marooned I the home states and urgently need to be evacuated.

The Situation

The river continues to increase in levels downstream and is going to affect others areas as Nyakwaka, Emuchimi, Ekambara and Musango. The affected people who are still marooned may be swept away by the floods and require urgency evacuation. Those camping at primary school are exposed to harsh conditions and the number is increasing. The rains are increasing and the situation is likely to worsen.

The Strategic Aim

The strategic aim is to safe life, property and responding to needs of the affected people.

The Objectives for the Combined Response

To avoid duplication of duties

To ensure effective response to the emergency

To avoid wastage of	Activities	Time Frame



resources	Agency		
County Department of Public Service and Administration	Communication of the occurrence	Within 10 Minutes	
	Register the effected households	Within 24 Hours	
Kenya Red Cross Society	Evacuation of the affected households	Within 24 Hours	
	Psych-social support	Within 24 Hours	
	First Aid	Within 24 Hours	
	Registration	Within 24 Hours	
	Provision of Non-food items	Within 72 Hours	
County Department of Culture and Social Services	Provision of Non-food items	Within 72 Hours	
	Provision of food	Within 72 Hours	
St. Johns Ambulance	First Aid	Immediately	
	Evacuation	Within 24 Hours	
ICARE	Retrieving the bodies from the river	Within 72 Hours	
National Police Service	Handling of dead bodies	Within 72 Hours	
	Provision of security	Immediately	
County Department of Health	To provide medical services	Within 72 Hours	
	Evacuation and referrals	Within 24 Hours	
Paramedics	To provide medical services	Within 72 Hours	
	Evacuation and referrals	Within 24 Hours	

The UC Committee Tasks and Coordination Issues

Tasks

The communication of the occurrence was well done within the time frame and various agencies responded on time except for supply of non-food, food and medical supplies that delayed due to procurement procedures. |

Co-ordination

Incident Command Post: Kenya Red Cross

Sub-Post Medication: Health department

Sub-Post Evacuation: National Police, County Commissioner

Sub-Post Registration: County Administration, DCC, Kenya Red Cross, St. Ambulance etc. |

Resource Issues

Human resource: Medical, Counsellors and Security officers

Supporting assets: Water tanks, Boats, Mobile toilets, Temporary shelters (tents) and Ambulances, Radio calls |

Communications

In Charge: Governor's press unit

Call for more Support

Give contact details & period of briefs

Set up information desk/centre

Report any incidence of illness, insecurity |



End of brief

|Next meeting within 12 hours to review status and plan accordingly |

Notes

Control of floods in future

Adaptation of alternative livelihoods

Settlement on higher and safer grounds

Capacity building of local community on disaster response

Gazetting of evacuation site

Attachment 4: Template for Incident Action Plan (IAP)

Completing the IAP Form

1. Incident Name

Identify the emergency or event that the IAP refers to

2. Highest level of Unified Command Activated (county, national operations, or national policy)

3. Situation

Obtaining accurate, reliable situational awareness during the initial hours of an incident is often challenging. Situational awareness is further complicated by the urgency of collecting, analysing, and disseminating situational information. Initial situational awareness involves the gathering of information from as many sources as possible, as quickly as possible to ensure that decision-makers have the knowledge they need to make the best possible decisions.

Provide a summary overview of the situation in this section. This will require consideration of the following

- **What is happening and what are the impacts?:** Describe the nature of the emergency, describe what has already happened, the communities or areas impacted, number of casualties or



potential casualties, impact on infrastructure or critical services, impact on property, and the environment.

- **What are the risks and what might happen?** Describe the risks posed by the emergency, both those immediately arising for communities and responders, and those that may arise if action is not taken.
- **What is being done about it?** Describe the actions already taken, plans enacted, and resources deployed.

4. Direction and Incident Objectives

Describe the end state desired, the aims and objectives for emergency response and recovery efforts, and any overarching values and priorities will inform and guide this. Where CDRMC is activated in response to a no-notice incident, their default strategic objectives are to:

- Protect human life and, as far as possible, wildlife, property, and the environment;
- Alleviate suffering;
- Support the continuity of everyday activity and the restoration of disrupted services at the earliest opportunity; and
- Uphold the rule of law, the Constitution, and the democratic process

As the emergency progresses, further and more detailed incident objectives may be set.

5. Action Plan

This section should list the key response and recovery actions required to achieve the directions and incident objectives set out in **Section 4**. It should set out the lead and supporting MDA, government department, NGO, or private sector responder responsible for each action. This should include a description of what must be done, and by whom. The action plan should include a list of resources (*personnel, teams, equipment, supplies, facilities*) that are required to deliver the action, identify any resource gaps that must be filled, and describe the desired end state?

Each action should be ranked by priority. In determining incident priorities, the axiom that if everything is a priority, then nothing is a priority applies. Descriptions of the actions required should be as specific as possible; must be attainable; and if possible, given a working timeframe. A



process for establishing S.M.A.R.T objectives for each action will be very useful to guide in this process. S.M.A.R.T stands for;

Specific

Ensuring response and recovery actions are specific means they should clearly set out ‘what is to be done – how will it be done – who will do it, and how will you know it is done?’ Objectives in the action plan also need to describe the expected results (end product) of the action to be undertaken. The description should be written in such a way that anyone reading the action will most likely interpret it the same way.

Measurable

Measurable elements of the action plan answer the question ‘how will you know the action is completed and has met expectations?’ using assessable terms (quantity, quality, frequency, costs, deadlines, etc.). For example, evacuation of the community at XXXXXX should be achieved in no more than 1 hour.

Achievable

Achievable answers the questions ‘can the teams on the ground realistically be expected to deliver the action with the resources they have available, in the time/measurement that has been set?’ This involves an evaluation of the responder’s resources and capabilities, in addition to an understanding of the tasks being set. It also answers the question ‘Can it be done giving the time frame, opportunity and resources?’ These items should be included in the SMART objective if they will be a factor in the achievement.

Relevant

Relevant answers to the questions, ‘should it be done?’ ‘Why?’ and ‘what will be the impact?’ Given the need to prioritise response and recovery actions, and maximise the use of all resources, it is important to ensure that the objective is aligned with the overall Incident Action Plan objectives set out in 4 above.

Time-oriented



Time-oriented answers the question, ‘when will it be done?’ It refers to the fact that an action has end-points and checkpoints built into it.

IAP Form

1. Incident Name: Flooding Emergency	Level of Unified Command	Date From:2/5/2021	Date to:2/6/2021
		Time From:8:00 A.M	Time to: 5:00P.M
3. Situation			
<p>Heavy rains caused River Nzoia to flood in the lower areas of Lugari and Mumias West Sub-Counties. The high volume of water broke the banks of the river leading to inhabited homesteads, farms, crops and Livestock. This lead to destruction of 40 houses in Mumias West and 20 in Lugari (Approximately 60 HH). Approximately 360 people were rendered homeless. Approximately 240 acres of land Sub-merged, crops destroyed and livestock lost. If the rains continue, then the nearby towns, homesteads and farms will be affected by floods.</p> <p>In Mumias West, the bridge that was connecting Mayoni and Matungu was on the verge of being rendered impassable. Other feeder roads in the Sub-Counties were also rendered impassable. Schools were submerged.</p> <p>The risks posed by the disaster include; People being rendered homeless and being prone to waterborne diseases. The people around were susceptible to diseases such as Pneumonia and Malaria and conditions such as Malnutrition. School calendar in these sub-counties is likely to be disrupted. Both the community and the responders were prone to trauma.</p> <p>The County has been moving the affected to higher areas not affected by flooding and constructing temporal houses for them. Provision of food aid, drinking water and basic needs has also been done.</p> <p>Plans enacted included; Construction of houses that can withstand flooding; Upgrade existing</p>			



roads with proper drainage systems, and Construction of dams and gabions along the river banks. Resources deployed include; Ambulances, food items and non-food items.
4. Direction
The objectives are to protect human lives, property , alleviate suffering and restoration of disrupted services,
5. Actions
Priority 1. (Insert description of the action required) Situational Assessment
Responsible Agency (Department of Public Service and Administration-Disaster Management Unit)
Actions to be taken Evacuation of affected people to safer grounds.
Resources required/To be deployed Ambulances Lorries Boats Divers Personal Protective Equipment(floaters)
End state to be achieved Lives and property saved



<p>Priority 2. (Insert description of the action required)</p> <p>Registration</p>
<p>Responsible agency</p> <p>County Government (Department of Public Service and Administration)</p>
<p>Actions to be taken</p> <p>To register all the affected persons using unique characteristics e.g. name, age, sex, marital status, PWDs, contact, severity of the impact etc.</p>
<p>Resources required/To be deployed</p> <p>Personnel</p> <p>Stationery</p> <p>Vehicles</p> <p>Cameras</p> <p>Name Tags</p> <p>Registration station</p> <p>Smart phones</p>
<p>End state to be achieved</p> <p>Have the database of affected persons</p>
<p>Priority 3. (Insert description of the action required)</p> <p>Provision of Relief Aid (food, beddings and other basic needs)</p>
<p>Responsible agency</p> <p>County Government (Department of Public Service and Administration)</p>



<p>Actions to be taken</p> <p>Provision of basic needs (food, clothes and shelter)</p>
<p>Resources required/To be deployed</p> <p>Food and Non-food items</p> <p>Vehicles</p> <p>Medical supplies</p> <p>Security facilities</p> <p>Personnel(security, National and County administrators, paramedics, community health volunteers)</p> <p>Finances</p>
<p>End state to be achieved</p> <p>To sustain lives.</p>
<p>Additional sections to be added for each separate action in the IAP</p>

Annex T4: Guidance and Template for Production of Standard Operating Procedures

The CEOP establishes structures and systems of work for effective emergency preparedness and response at county-level. However, CEOPs must be supported by a wide range of more detailed supporting documents developed by individual ministries, departments, agencies, government departments, NGOs, and private sector stakeholders. Whilst responsibility for the production of these supporting documents rests with the individual organisations, generic guidance, and a template to assist in their production is set out below.



Production of Standard Operating Procedures (SOPs)

There is no single international standard or process for the production of Standard Operating Procedures (SOPs). However, whilst there is no single generic international structure to follow, international best practice does highlight several common features that should be incorporated.

What is an SOP? How is it Different to a Response Plan?

National, county and sectoral emergency response plans generally identify the operating principles to be adopted in response to any emergency or disaster, including the structures for incident command and coordination and key actions to be taken by each responder. In short, they set out what should be done in response to an emergency, and by whom. SOPs are formal written guidelines or instructions that set out in much more detail on how specific tasks should be achieved. To do so, SOPs supporting the CEOP or Sectoral Response Plans must provide a further level of detail that typically includes both operational and technical components. SOPs may be single or multi-agency in nature, establishing detailed instructions for several responder agencies, or produced to direct the delivery of an individual function within a single agency.

SOP Contents and Structure

SOPs play a key role in managing the risks faced by responders as part of their activities. An SOP should, therefore, record key safety actions and information such as:

- A description of the specific activity's covered by the SOP.
- The potential hazards presented by those activities
- Both the likelihood of an injury/damage occurring as a result of the activity and its severity (i.e. the risk)
- What control measures can be implemented to reduce the risk to a level that can be considered as low as is reasonably practicable, for example, provision of personal protective equipment?

Risk Control measures identified within SOPs will inevitably involve the description of some or all the following:

- Roles and responsibilities of key organisations and/or individuals in the delivery of the tasks or actions described in the SOP;



- Description of the systems and tactics to be deployed to undertake the tasks or action described in the SOP;
- Description and technical specification of any operational equipment or personal protective equipment necessary to undertake the tasks or action described in the SOP;
- A description of any qualifications required to enable individuals to undertake the task, and details of any preparedness activities required, including initial training and ongoing refresher training, and exercising.

In addition to ensuring response effectiveness and the safety of responders undertaking specific tasks, a further key advantage delivered through the adoption of SOPs is that they provide the clarity and certainty necessary to enable various individuals, and MDAs to come together in a coordinated way to respond to an emergency or resolve any disruptive event as they provide a common understanding of how operational response will be delivered.

SOPs should be drafted to achieve the following:

- **Set out performance expectations:** SOPs describe and document what is expected of organisations or individual personnel in the performance of their official duties. As such, they provide a benchmark for personnel, an objective mechanism for evaluating operational performance, and a tool for promoting a positive organisational culture.
- **Enable standardisation of activities:** SOPs identify planned and agreed-upon roles and actions. This information helps standardise activities and promote coordination and communications among personnel. SOPs also simplify decision-making requirements under potentially stressful conditions.
- **Provide a design criterion for training and reference documents:** Written SOPs can provide the framework for training programs, briefings, drills, and exercises. These activities, in turn, improve the understanding of work requirements and help identify potential problems. A comprehensive SOP manual also serves as a self-study and reference document for personnel.
- **Support systems analysis and feedback:** The process of researching and developing SOPs provides opportunities for managers to compare current work practices with state-of-the-art procedures. Feedback from outside groups, technical experts, and staff can help to identify potential problems and innovative solutions.



- **Aid external communications:** SOPs clarify the MDAs operational philosophy and recommended practices. As such, they may prove useful in communicating organisational intentions and requirements to outside groups or enhancing the public's understanding of the government and non-government services.
- **Enhance communication within agencies:** SOPs ensure everyone is clear about their role, what is expected of them, and how they should respond give a specific incident type. SOPs can, therefore, form a vital role in the design of training, assessment, and competence systems.
- **Enhance communication between agencies:** Agencies are required to liaise and work together to resolve an emergency, ensuring each is clear about their role, responsibilities, and the contribution they can make. SOPs help to ensure such a collaborative approach to work.
- **Enhance communication between different levels of government and different government departments:** SOPs serve to ensure that there is clarity about the capabilities available and certainty that resources will be utilised to maximum effect.

SOP Review Systems

Production of SOPs must is not a 'static' process. Once initial drafts are adopted as substantive SOPs, they should be considered a live document, systematically reviewed, and updated in the light of experience or changes to the national/local risk assessment process.



Annex T5: County Level Information

Chairpersons of SCDRMCs and Contact Details

Sub County	SCDRMC Location	Duty Officer / Contact Name	Duty Officer / Contact telephone
Lurambi	Sub-County HQs	Juma Omwendo	0724383460
Shinyalu	Sub-County HQs	Vitalis Masakhwe	0722156198
Navakholo	Sub-County HQs	Wilson Yaola	0713922248
Ikolomani	Sub-County HQs	Protus Mwairumba	0716985353
Malava	Sub-County HQs	Dr.Boniface Mudi	0722354519
Lugari	Sub-County HQs	Geoffrey Lumbasi	0728086470
Likuyani	Sub-County HQs	Hillary Makabira	0721317458
Khwisero	Sub-County HQs	Henry Mbayaki	0721307911
Butere	Sub-County HQs	Joyce Muyoka	0714415567
Mumias East	Sub-County HQs	Joseph Andeka	0722279170
Mumias West	Sub-County HQs	Diana Kisaka	0710946306
Matungu	Sub-County HQs	Doreen Amwoga	0722508723

List of Key Local Counterparts and Stakeholder

The CEOP provides the overarching framework for emergency preparedness and response at the county level. Key local counterparts include county level representatives of ministries, departments and agencies, NGOs, and community groups, and key private sector organisations.

These local counterparts and stakeholders should be consulted on CEOP revisions, supporting plans and SOPs, and engaged in county-level exercises and training as appropriate.



A list of key counterparts and stakeholders at the county level, and their contact details, are set out below.

Organisation	Contact Person	Contact Details
MDAs or Government Departments		
Department of Medical services	Dr. Zimbulu	
Department of Physical Planning	Stephen Chune	0727864707
Department of Environment	Anthony Munanga	0722797837
Department of Social services	Yvonne Atsenga	0729543547
Department Roads	Eng Philip Otenyo	0705278245/072 7143696
Department of Public Works	Arc Anthony Ekajul	0721117823
Department of Water	Floice Wangwe	0722242957
Department of Public Administration	Paul Wabuyabu	0726229314
Department of Public Health	William Olaka	0782770880
Department of Education	Dickson Okonya	0720961827
Department of Agriculture	Hillary Onjoro	0725964385
Department of Livestock	Benard Wanyama	0721561072
Department of veterinary	Dr Paul Otsyeno	0717619702
Department of Fisheries	Zephaniah Otieno	0707895524
Director Cooperatives	Ben Kangale	0714694272
Department of Irrigation	Emmanuel Wakhungu	0723760556
Department of Occupational Safety and Health	Cosmus Mutoro	07198222595
Kenya Power and Lighting company	Eunice	0733427500
Masinde Muliro University of Science and Technology (MMUST)	Dr F. Nambiswa	0710414943
Kakamega County Commissioner	Pauline Dola	0722922367
OCPD Kakamega Division	David Kabena	0722374642
National Environment Management Authority	Simon Tanui	0723838254
Kenya Forest Service		0722345473
Kakamega Water and Sanitation Company	Eng Abdikadir	0721347815

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	Mohammed Abdi	
Lake Victoria Water service Board	Bundotich	0721643375
Acacia Exploration Ltd	Washington Ogutu	0721438704
NGOs and Community Groups		
Kenya Red Cross Society	Euphresia Musundi	0711927217
St. Johns Ambulance	Fredrick Makhatse	0718189671
ADS Climate Change	Rev Oscar Egesa	0722580347
Groots Kenya Ltd	Joel Amati	0720778763
World Vision	Joseph Egesa	0728364260
United Nations Child Education Fund(UNICEF)	Abdi Hassan	0795748540
Community Asset Building and Development(CABDA)	Ephy Imbali	0723291826
Kenya water sanitation and hygiene program (KIWASH)	Jacob Omundo	0721887462
WEWASAFO(Western water and sanitation Forum	Humphry Buradi	0722583321
Welt Hunger	Sarah Maiyo	0720771158
Evidence Action	Nelly Savai	0705929597
Catholic Justice Peace Commission (CJPC)	Ambeyi Milimu	0710732504
Private Sector Businesses		
Hoteliers Association	Rev William Ouya	0722626059
KCB	Eliud Siganga	0722578185
Equity Bank	Peter Akuoyo	0763142951
Midland	Ramesh	0733639900
ABSA	Mr Kirui	0722910594
Cooperative Bank	Victor Mukhula	0725279419
Kenya National Chamber of Commerce & Industry	Victor Wambani	0725121083
Khetias	Ginfry Kilio	0702531925



Quick Matt	David Karanja	0728431463
Maisha Mart	Office line	0727830965
Mitra	Office line	0722768340
Davis & Shirliff	Loise Muturi	0725751006
West Kenya	Safety Officer	0722786084
	David	0710408590
Butali	Mr. Prajapatt	0721226999

List of Safety Areas/Shelters & Evacuation Routes (This will be finalised after the assembly's Public participation)

The safety areas and a list of designated shelters in the county for both short- and long-term durations are summarised in the table below. The definition of the short term is hosting evacuees for 24 hours a day/7 days a week (24/7), and the long term is beyond one week.

No.	Name of Shelter	Location of Shelter	Focal Person	Contact	Capacity	Evacuee Groups
1.	Mushiangubu Primary School	Kisa Central Ward	Godfrey Tipo	0721410491	Ward Administrator	Women, children and elderly
2.	Musanda Primary School	Musanda Ward	James Amunzee	0723444724	Ward Administrator	Women, children and elderly
3	ACK Church					
4	Township Primary School	Shirere Ward	Ramadhan Wekhuyi	0700272291	Ward Administrator	Women, children and elderly
5	Approved School	Shieywe Ward	Ramadhan Wekhuyi	0700272291	Ward Administrator	Women, children and elderly
6	Masinde Muliro University Of Science And Technology	Mahiakalo Ward	Babu David Luta	0728002958	Ward Administrator	Women, children and elderly
7	St. Peters Mumias	Mumias Central	Cedric Shibuyanga	0711356806	Ward Administrator	Women, children and elderly
8.	Indangalasia Primary School	Koyonzo Ward	Amos Imbwaga	0721349082	Ward Administrator	Women, children and elderly
9.	Emanani Primary	Mayoni	Fanuel Chamwonia	0722685559	Ward Administrator	Women, children and elderly



	School	Ward				
10	Mumias Central Primary	Mumias Central	Cedric Shibuyanga	0711356806	Ward Administrator	Women, children and elderly
11	Booker Academy Primary					
12	Booker Academy Secondary School					
13	Mumias Complex Primary School					

The following evacuation routes from high-risk areas have been recommended for evacuation based on the geographic location of hazard areas within the county:

No.	Risk Area Location	Nominated Shelter for Evacuation	Evacuation Route	Public Instructions
1	Koyonzo Ward	Indangalasia Primary School		
2.	Mumias Central	Mumias Central Primary	Mumias – Lukoye –Shibale Road	Move to Higher Ground
		Booker Academy Primary		Move to Higher Ground
		Booker Academy Secondary School		Move to Higher Ground
		Mumias Complex Primary School		Move to Higher Ground

List of County Contract Services and Transportation

The following is a list of private contractors to be contacted for transport, food supplies, and plant and equipment such as chainsaws, excavator, and pickups for use during emergency response proceedings:



SN	Name and Contact Information	Description of goods or services	Prearranged Contracts in Place
1	Western Cross	Transportation	Yes
2	Midland	Plant Equipment	Yes
3	Zamaleck	Excavators, pickups	Yes
4	Museno Caterers	Food supplies	Yes
5	Tina Victoria	Food supplies	Yes
6	Golf Hotel	Food Supplies	Yes

Directory of County Support and Administrative Staff Members

DEPARTMENT	NAME	TEL CONTACT
Department of Medical services	Dr Zimbulu	
Department of Physical Planning	Stephen Chune	0727864707
Department of Environment	Anthony Munanga	0722797837
Department of Social services	Yvonne Atsenga	0729543547
Department Roads	Eng Philip Otenyo	0705278245/0727143696
Department of Public Works	Arc Anthony Ekajul	0721117823
Department of Water	Floice Wangwe	0722242957
Department of Public Administration	Paul Wabuyabu	0726229314
Department of Public Health	William Olaka	0782770880
Department of Education	Dickson Okonya	0720961827
Department of Agriculture	Hillary Onjoro	0725964385
Department of Livestock	Benard Wanyama	0721561072
Department of veterinary	Dr Paul Otsyeno	0717619702
Department of Fisheries	Zephaniah Otieno	0707895524

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Director Cooperatives	Ben Kangale	0714694272
Department of Irrigation	Emmanuel Wakhungu	0723760556
Department of Public service and Administration (Disaster Management Unit)	Chepkorir Abigael	0710532237
PSA Security	John Otido	0728467595
Department of Finance	Samson Otieno	0726 237 930



Plate 5.0: Fire disaster response at Mumias Sugar Company



Annex T6: List of Local Risk Plans and SOPs

FIRE HAZARD RESPONSE PLAN

Key Coordination Body	Actors	Coordination
At County Level: -Department of Public Service and County Administration	<ul style="list-style-type: none"> - County Disaster Management Unit (Fire Section) The private Companies Fire Response National Government Administration - County Humanitarian Networks (CSO/FBO/CBOs) 	<ul style="list-style-type: none"> - County system activated once an emergency occurs and activates Backup from the private fire response firms and the neighbouring counties - National system activated once an emergency surpasses county capacity County Humanitarian Networks activated in the whole process
At Sub-County Level: - Sub-County Administration	<ul style="list-style-type: none"> - Disaster Management Unit The Company Fire response unit Both National and County Government agencies - - County Humanitarian Networks (CSO/FBO/CBOs) 	<ul style="list-style-type: none"> - Part of County system that is activated once an emergency occurs - Regular participation in County level network meetings by Sub-County Reps - Day to day visits to communities by Sub-county Reps
At the Ward Level: -Ward Administrators	<ul style="list-style-type: none"> Ward administrator Ward Disaster Management committees 	<ul style="list-style-type: none"> Sub County system activation the moment the emergency is beyond the capacity of the Ward Disaster management Committee

RESPONSE STRATEGY



RESPONSE TIME (WITHIN 24, 48, HOURS AND LATER)

Within 24hrs.		
No.	Activities	By who?
1	Mobilization of all field staff	Director, Disaster Management Unit Director of County Administration
2	Activation of Contingency Plan	Director Disaster Management Unit
3	Engage staff in: Search and Rescue Search and Evacuations / Recovery	Head of response and relief Manager Humanitarian Response agency.
4	Convene Partners meeting	Chairperson, Disaster Technical Committee
5	Deploy a joint Rapid Needs Assessment(RNA) team to affected areas	Director, Disaster Management Unit
6	Start Emergency Relief based on Rapid Assessment	Director, Disaster Management Unit
7	Submit information/Situation Report(Sit Rep) to agency/donors, INGOs and main relief actors	County Disaster Risk Management Committee (CDRMC)
Within 48hrs		
8	Mobilize emergency funds/stocks available	County Disaster Risk Management Committee (Sub Committee on Resource Mobilization)
9	Decide on resource mobilization options: pooled funding	County Disaster Risk Management Committee
10	Present Rapid Needs Assessment results to donors	County Disaster Risk Management Committee
11	Revise the strategic intervention plan and the division of roles and responsibilities	County Disaster risk Management Committee (Sub Committee on Planning)



12	Convene Coordination meetings	Chairperson, Disaster Technical Committee
13	Deploy required additional staff	Department of Public Service and County Administration
14	Establishment of a multi-sectoral response according to identified priorities	Chairperson, Disaster Technical Committee
15	Suspend ongoing non-priority/essential programs	County Disaster Risk Management Committee
16	Collection and consolidation of data for information bulletins(Sit Reps, needs analysis)	Chairperson, Disaster Technical Committee
17	Sending Funding proposals to donors	County Disaster Risk Management Committee
18	Evaluation of the security situation	-County Director, Security and Enforcement -County Police Commander
First 2weeks		
19	Consolidation of information, analyse gaps and material assistance flow	Chairperson, Disaster Technical Committee
20	Conduct thorough evaluations and plan 6 month intervention, identification of immediate consequences and induced effects	Chairperson, Disaster Technical Committee
21	Media briefings and press releases	Director of Media and Communications
22	Facilitation of administrative procedures for the procurement of humanitarian equipment and goods	Department of Public Service and County Administration
23	Identification of evacuation sites for the affected populations	Director, County Physical Planning
24	Post Disaster Assessment	County Disaster Management Unit
25	Initiation of Recovery Plan	Chairperson, Disaster Technical Committee



26	Event Close down	CECM, Public Service and County Administration
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Annex T7: County Risk Information

HIGH RISK AREAS RESPONSE PLAN

Key Coordination Body	Actors	Coordination
At County Level: -Department of Public Service and County Administration	National Disaster Operation Centre Kenya airports authority National Environmental management authority - County Disaster Management Unit (Fire Section) The private Companies Fire Response National Government Administration - County Humanitarian Networks (CSO/FBO/CBOs)	- County system activated once an emergency occurs and activates - National Government system County Humanitarian Networks activated in the whole process
At Sub-County Level: - Sub-County Administration	-Officer Commanding Police Division Disaster Management Unit NEMA County Public Health -County Humanitarian Networks (CSO/FBO/CBOs)	- Part of County system that is activated once an emergency occurs - Regular participation in County level network meetings by Sub-County Reps



At the Ward Level: -Ward Administrators	Officer Commanding Station (National police) Ward Disaster Management committees Community health Volunteers	Mitigate the impacts of the disaster by containing the situation through communication to the members of the public
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RESPONSE STRATEGY

RESPONSE TIME (WITHIN 24, 48, HOURS AND LATER)

Within 24hrs.		
No.	Activities	By who?
1	Mobilization of all field staff	Chief officer Public service and County Administration
2	Activation of Contingency Plan	Director Disaster Management Unit
3	Engage staff in: Search and Rescue Search and Evacuations / Recovery	Director, Disaster Management Unit Manager Humanitarian Response agency.
4	Convene Partners meeting	Chairperson, County Disaster Risk Management Committee
5	Deploy a joint Rapid Needs Assessment(RNA)team to affected areas	Director, Disaster Management Unit
6	Start Emergency Relief based on Rapid Assessment	Director, Disaster Management Unit
7	Submit information/Situation Report(Sit Rep) to agency/donors, INGOs and main relief actors	County Disaster Risk Management Committee (CDRMC)
Within 48hrs		



8	Mobilize emergency funds/stocks available	County Disaster Risk Management Committee (Sub Committee on Resource Mobilization)
9	Decide on resource mobilization options: pooled funding	County Disaster Risk Management Committee
10	Present Rapid Needs Assessment results to donors	County Disaster Risk Management Committee
11	Revise the strategic intervention plan and the division of roles and responsibilities	County Disaster risk Management Committee (Sub Committee on Planning)
12	Convene Coordination meetings	Chairperson, Disaster Technical Committee
13	Deploy required additional staff	Office of the County Commissioner Kenya National High ways Authority CECM, Health
14	Establishment of a multi-sectoral response according to identified priorities	Chairperson , Disaster Technical Committee
15	Suspend ongoing non-priority/essential programs	County Disaster Risk Management Committee
16	Collection and consolidation of data for information bulletins (Sit Reps, needs analysis)	Chairperson, Disaster Technical Committee National Disaster Operation Centre
17	Sending Funding proposals to donors	Office of the Governor
18	Evaluation of the security situation	-County Director, Security and Enforcement -County Police Commander
First 2weeks		



19	Consolidation of information, analyse gaps and material assistance flow	Chairperson , Disaster Technical Committee National Disaster Operation Centre
20	Conduct thorough evaluations and plan 6 month intervention, identification of immediate consequences and induced effects	Chairperson, Disaster Technical Committee National Disaster Operation Centre
21	Media briefings and press releases	Director of Media and Communications
22	Facilitation of administrative procedures for the procurement of humanitarian equipment and goods	Department of Public Service and County Administration National Treasury
23	Identification of evacuation sites for the affected populations	Director, County Physical Planning
24	Post Disaster Assessment	County Disaster Management Unit National Disaster Operation Centre
25	Initiation of Recovery Plan	County Disaster Risk Management Committee
26	Event Close down	CECM, Public Service and County Administration County Commissioner

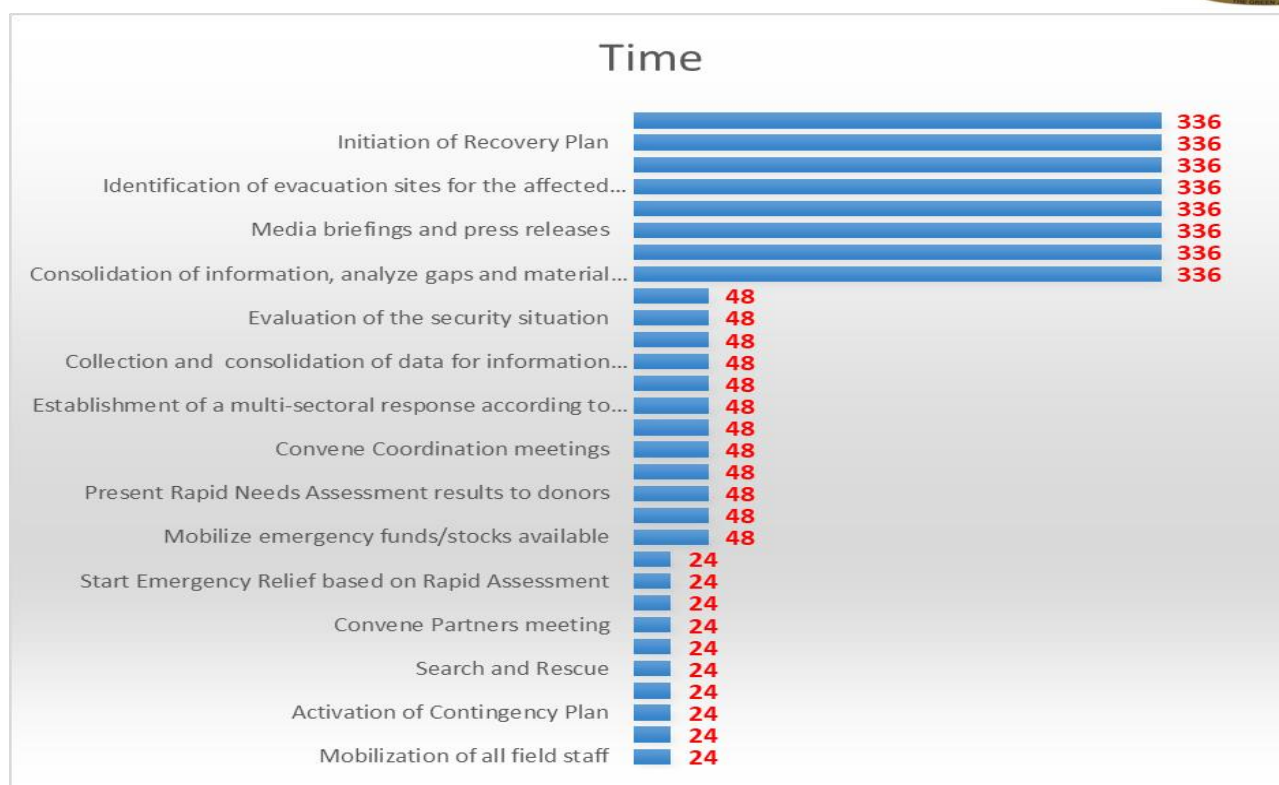


Figure T15: Hazard response strategy



Figure T16: Standard Operating Procedure for Floods

[TITLE: SOP-Flooding]		SOP NUMBER:	EFFECTIVE DATE: 14/04/2021	PAGE :1
		SOP-01		
Document # [ID] 037/01	Title: Flood response procedure [Procedure Name]		Print Date: [Date]14/04/2021	
Revision # 1.0	Prepared By: [Author's Name] Madam Eunice		Date Prepared: [Date] 07/04/2021	
Effective Date: [Date] 07/04/2021	Reviewed By: [Reviewer's Name] Dr. Pepela		Date Reviewed: [Date] 14/04/2021	
Standard: [Standard, Law, or Regulation]	Approved By: [Approver's Name] Director of Disaster Management		Date Approved: [Date] 14/04/2021	
Policy: Ensure the safety of evacuating officers and those being evacuated. Purpose: Minimise loss of lives Scope: Affected Community during flooding period Responsibilities: Department of Public Service and Administration-ensure that all aspects of the SOPs are adhered to.		Procedure: [First preparatory Activity - Plan] Collect information on forecasting and monitor news on flood emergencies (through electronic and print media). Share with all the relevant stakeholders/agencies. Maintain records related to all distress calls. Conduct mock drills and exercises involving all stakeholders.		



<p>Responders –implement the SOPs in letter and spirit.</p> <p>Definitions: Affected Community: impacted elements (people, livestock, crops, infrastructure, water sources, sanitary facilities and physical environment.</p> <p>Evacuation: Immediate securing of people from eminent or ongoing threat to lives and property.</p>	<p>2.0 [Second Activity - Do]]</p> <p>Conduct a situational and needs assessment. Establish a site operations nerve Centre. The leader to give a brief to include all that is required for effective response. The government to provide required machinery for response. Have an exit strategy</p> <p>[Third activity – check]</p> <p>Prepare a checklist of requirements, quantities and a countdown of activities .Prepare a risk assessment register. Mode of Communication. Security situation and coordination to avoid duplication of duties</p> <p>4.0 [Fourth activity – act]</p> <p>Set up the infrastructure, Distribute the basic items, Monitor and evaluate to enhance efficiency and effectiveness, ensure proper and timely communication, ensure there is rest and recoup for the personnel involved</p> <p>5.0 [Use more activities as needed]</p>
<p>Effectiveness Criteria:</p> <p>No of lives saved/evacuated</p> <p>Status of evacuating officers</p> <p>Utilization of funds</p> <p>No. MDAs involved</p> <p>12 MDAs</p>	<p>References:</p> <p>A. Constitutional of Kenya 2010, International Humanitarian Law, County Emergency Act</p> <p>B. Disaster Regulation</p>



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MAPS ATTATCHMENT



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