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FINAL REPORT

**INSTITUTIONAL ARRANGEMENTS FOR
DISASTER MANAGEMENT IN NIGER**

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**Niger Disaster Preparedness and Mitigation Program
(683-0271/0279)**

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USAID/Niger

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Final Report

GOVERNMENT OF NIGER

**NATIONAL PLAN
FOR
DISASTER PREPAREDNESS AND MITIGATION**

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EXECUTIVE SUMMARY

Background

This report presents a **recommended** National Plan for Disaster Preparedness and Mitigation in Niger.

The purpose of this plan, and associated legislation being recommended separately, is to provide an institutional system which will permit Niger to effectively respond to the threat and occurrence of persistent natural calamities which afflict the nation, thereby precluding potential loss of life and mitigating suffering and economic hardship.

The plan builds upon the strong initiative undertaken in 1989 by the GON with the creation of a National Early Warning System. Since that time, USAID/Niger has worked closely with the GON to assist in strengthening the Early Warning System and, as well, to develop a mechanism which would enable Niger to effectively utilize the comprehensive Early Warning System information base to arm itself against potential catastrophe. The result of the on-going collaboration between the Government of Niger and the Government of the United States was a specific **Disaster Preparedness and Mitigation Program (DPM)** (683-0271/0279) approved in 1992. This 5-year program will assist the GON to integrate early warning and response within a single, coherent organization.

The objective of the joint effort of the GON and the United States is to lessen the impact of disasters on the nation by not only strengthening the existing early warning system but by developing a disaster preparedness capacity at both local and national levels and improving the planning, coordination, implementation and monitoring of disaster mitigation and relief activities.

The long-term goal of the DPM program is sustainable, market-based economic growth enhanced by reducing and eliminating the negative impact of natural disasters on Niger's development projects, its economy and its institutions.

Under the program, USAID/Niger will provide \$8.0 million in technical assistance, commodities and training and \$10.0 and emergency funds for relief, preparedness and mitigation activities.

Prior to any disbursements to the emergency fund from the program, the Government of Niger must provide evidence that it has:

- **Established a structure within the Prime Minister's Cabinet to coordinate and manage disaster response that includes preparedness, mitigation and relief...;**
- **Established a plan for institutionalizing an integrated capability in early warning and disaster response for food-related and other emergencies...**

To facilitate this effort, provision was made for technical assistance to provide specific disaster planning and management background and recommendations to USAID/Niger and the Government of Niger which would permit the Government of Niger to rationally consider the most appropriate disaster plan and organizational structure.

Accordingly, for that purpose, this report, therefore, comprises a recommended **National Plan for Disaster Preparedness and Mitigation**. It has been prepared in consonance with the USAID/Niger Program Assistance Approval Document (PAAD) and after extensive in-country consultation and in accordance with guidance and standards developed by specialists in the field of Disaster Management. It takes into account, as well, recommendations of Nigerian authorities as well as those of interested international cooperating partners and non-governmental organizations.

National Plan for Disaster Preparedness and Mitigation

The draft **National Plan for Niger** includes:

- A recommended Organizational Structure integrating the existing **National Early Warning System** office and staff under the Prime Minister's Cabinet Director with a new **Disaster Preparedness and Response Unit**.
- A Delineation of Responsibilities of the institutional elements and individuals within the Organizational Structure which includes both **Early Warning and Disaster Response** duties.
- A defined Scope of Application for the Disaster Plan which encompasses **natural catastrophes**.
- A defined Concept of Operations which maximizes coordination and reliance on **existing** organizations and agencies of government and limits the creation of new institutions.

It is emphasized that the recommended **Disaster Plan** herein is a **framework** for national action by the Government of Niger. Implementation of this plan will require the development of specific plans and administrative procedures by each participating element. These must also include legislative or regulatory authority governing execution, funding, staffing and training of personnel and activities.

INTRODUCTION TO DISASTER MANAGEMENT REQUIREMENTS

As noted in the **Preliminary Report** to this study, specialists suggest that within the usual definitions and scope of disaster planning:

"Disaster Management" includes all aspects of planning for and responding to disasters. It refers to the management of both the risks and the consequences of disasters, and includes:

- (i) the incorporation of preventative and mitigation measures into overall development plans and activities at all levels in disaster-prone areas. This may include structural and non-structural measures to reduce the risks of disaster occurring and the consequences of those that cannot be prevented.
- (ii) preparedness plans and related measures in disaster-prone areas to warn people of imminent threats and organize appropriate emergency responses when necessary. This includes forecasting, warning dissemination systems, and standing arrangements for evacuation and the organization of rescue, relief and short-term rehabilitation activities.
- (iii) emergency response to disasters when they occur, including rescue, relief, short-term rehabilitation and repairs; and,
- (iv) post-disaster reconstruction and long-term rehabilitation.

Factors affecting organizational needs include the nature and pattern of the threat, the national policy adopted by the government, and the resources available. An essential theme, experts advise, is the importance of **compatibility** among all levels of government. Although coordination and compatibility are desirable for all government activities, they are essential in the face of major disaster.

With regard to the resources available, and relevant to Niger: ..."financial and manpower limitations may make it difficult to have a separate, specialist organization or department for counter-disaster purposes. It is more probable that (disaster management) requirements will have to be met by some system of compromise such as attaching a (special) section (or cell) to an appropriate government department and utilizing other government (and non-government) resources in an optimum (disaster management) role.

Whatever the circumstances, (the) organization should be kept as uncomplicated and straightforward as possible. There are two reasons for this:

- parts of the organization (such as those that deal with crisis operations) will be activated only when required; thus, the simpler they are, the more easily they can be activated and the more easily the various functions...remembered and performed...
- many of the personnel involved will (have to be seconded) from other departments and roles, and this has obvious disadvantage if duties are complicated."

The character of a disaster management organization will also be affected by the **quality** of the resources (public and private) which are to be considered as component elements...they will require evaluation with respect to:

***Capability**--do they have the **ability** to carry out defined disaster management tasks?

***Availability**--are they immediately available or is there lead-time before they can respond?

***Durability**--which organizations and departments can carry out sustained operations and if/when they need to be relieved by other departments.

The United Nations Disaster Relief Organization (UNDRO) finally stresses that the general concept of disaster management in their view is based on the following specific measures:

- the encouragement and support of **local** self-reliance in the face of disasters, and **local** accountability for performance under emergency conditions.
- the allocation of responsibilities for the detailed planning and execution of **relief** operations in the provinces and metropolitan areas to their respective governments.
- the defining of the national disaster organization functions at provincial, metropolitan and local community levels so that plans come into being and provide coordinating functions linked with regional and international level preparedness.
- insofar as possible, emergency **planning** should conform to the normal administrative chains of command where these are responsive to the communities' needs.
- ensuring that mitigation and preparedness responsibilities are spread widely; using available resources effectively through delegation to existing agencies as an extension of their specialist skills.

ACRONYMS AND ABBREVIATIONS

| | |
|--------------------|---|
| AEWS/DMCC: | Arrondissement Early Warning System/Disaster Management Coordinating Committee |
| CAP: | Cellule d'Alerte Précoce |
| CDAP/GD: | Comité Départemental d'Alerte Précoce/Gestion des Désastres |
| CNIAP: | Comité National Interministériel SNAP |
| CPAR: | Cellule de Préparation, d'Atténuation et de Réponse |
| CSAP/GD: | Comité Sous-régionale d'Alerte Précoce/Gestion des Désastres |
| CRSSA: | Cellule Régionale de Suivi de la Situation Alimentaire, Sanitaire et Nutritionnelle |
| CSRSSA: | Cellule Sous-regionale de Suivi de la Situation Alimentaire, Sanitaire et Nutritionnelle |
| DAS: | Director of Agriculture, Sub-regional/Directeur d'Agriculture Sous-Régionale |
| DDA: | Departmental Director of Agriculture/Directeur Départemental d'Agriculture |
| DEWS/DMCC: | Departmental Early Warning System/Disaster Management Coordinating Committee |
| EWU: | Early Warning Unit |
| GDN: | Gouvernement du Niger |
| GON: | Government of Niger |
| GT/GD: | Groupe de Travail sur Gestion des Désastres |
| GTS/GTI: | Groupe de Travail Sectoriel/Groupe de Travail Interministériel |
| IWG/DM: | Interministerial Working Group on Disaster Management |
| L/S: | Livestock |
| NEW/DMS(O): | National Early Warning and Disaster Management System (Office) |
| NEWS: | National Early Warning System |
| NICEW/DM: | National Interministerial Committee on Early Warning/Disaster Management |
| OFEDES: | Office des Eaux du Sous-sol |
| ONAHA: | Office National des Aménagements Hydro-Agricoles |
| OPVN: | Office de Produits Vivriers du Niger |
| ORSEC: | Organisation de Secours |
| PM: | Prime Minister/Premier Ministre |
| PMRU: | Preparedness, Mitigation and Response Unit |
| P/S: | Permanent Secretary |
| SG/A: | Secrétaire-Général Adjoint |
| SNAP: | Système National d'Alerte Précoce |
| SNAP/GD: | Système National d'Alerte Précoce et de Gestion des Désastres |
| SP: | Secrétaire Permanent |

GOVERNMENT OF NIGER
DISASTER MANAGEMENT PLAN

I. AUTHORITY

This plan has been prepared in consonance with relevant direction and programs of the National, Departmental and Sub-Regional elements and is issued under the authority of the Prime Minister of the Government of Niger and in conformance with Decree No. 89-003/PM of 23 August, 1989 establishing a National Early Warning System (NEWS) Committee within the Cabinet of the Prime Minister.

II. REFERENCES

A. National

1. Constitution of 24 September, 1989
2. Proclamation of 15 April, 1974
3. Ordinance No. 89-01/PSCON of 18 May, 1989 concerning the organization of Public Authorities.
4. Decree No. 89-01/PCSON of 19 May, 1989 establishing the composition of government.
5. Decree No. 89/03/PM, 29 August, 1989 establishing a National Early Warning System (NEWS).
6. Order No. 010/PM, 26 July, 1990 establishing the GTI/GTS and CRSSA.
7. Order No. 12/PM of 2 November, 1987 establishing the creation, responsibilities and composition of a Food Aid Monitoring and Coordinating Technical Committee.
8. Decree No. 83-17/PCMS, 1 February, 1983 relative to the responsibilities of the Prime Minister's organization and services.
9. Decree No. 83-34/PCMS of 23 February, 1983 establishing the privileges accorded members of the Prime Minister's Cabinet.
10. Decree No. 78-155/PCMS/MF of 28 December, 1978, instituting salary levels for the Directors of National Administrative Services.

B. Regional

1. Agadez: Decision No. 20/PAZ of 19 February, 1990 (RFSMC)
2. Diffa: Order No. 09/PDD of 22 March, 1990 (RFSMC)
3. Dosso: Order No. 021/PDD of 1 March, 1990 (RFSMC)
4. Tahoua: Order No. 003/PT/CRD of 23 February, 1990 (RFSMC)
5. Tillaberi: Order No. 001/PTI of 12 March, 1990 (RFSMC)
6. Maradi: Order No. 006/PM of 4 September, 1991 (RFSMC)
7. Niamey: Order No. 001/CUN of 14 February, 1990 (RFSMC)
8. Zinder: Order No. 17/PZ of 9 May, 1991 fulfilling Order No. 05/PZ of 2 March, 1990, establishing a Regional Food Situation Monitoring Committee (RFSMC).

C. Other

1. Order No.0061/MAG/EL of 11 June, 1992: Harvest Evaluation, Food Stock Estimation and Forecasts.
2. Order No. 44/MCI/T of August 7, 1986: Agro-Meteorological Campaign Monitoring.
3. Order No. 14/MPE/DCIP of 5 March 1991: Cereal Market and External Aid Flow Monitoring.
4. Order No. 19/MSP of 18 February 1992: Food, Nutrition, Sanitation and Health Monitoring.
5. Program Assistance Approval Document (683-0271/0279), Niger Disaster Preparedness and Mitigation Program, June, 1992.

III. PURPOSES

The purposes of this plan are to:

1. Define the role of national, departmental and sub-regional governmental administration and other elements in the prevention, mitigation and response to natural disasters.

2. Provide guidance to agencies of national government and political subdivisions as to their responsibilities in coping with natural disasters.
3. Provide a basis for development of detailed preparedness and crisis operating procedures, training and standard operating procedures to be used by agencies of the national, departmental and sub-regional governments with respect to natural disasters.

IV. SCOPE

This plan:

1. Provides the governmental organizational and operational basis for initiating, integrating and managing early warning, prevention, mitigation and emergency response measures to address the impact of natural disasters in Niger.

This plan does not encompass the direction or coordination of specialized emergency response operations intended to address crises related to civil disorder, fire, industrial or other common accidents which are currently the responsibility of other Government of Niger organizations such as Civil Protection, the Security Forces and others which operate in the context of such programs as Plan ORSEC or other specifically determined response plans.

The plan does, however, anticipate collaboration with these and such other elements of government as may be necessary to assure the effective execution of measures to preclude loss of human life and suffering and to mitigate the adverse socio-economic impact of disasters in Niger.

2. Establishes the natural-disaster specific concepts and policies under which all elements of the government shall operate in the management of disaster preparedness, mitigation and response.
3. Provides for the integration of the total resources of government and the private sector and assigns responsibilities to elements of government and others with respect to natural disaster preparedness and response.
4. Sets forth national concepts and procedures which Departments and Sub-Regions should use to develop local plans and operating procedures to support this plan and to make the most effective use of resources under their control in dealing with preparedness, mitigation and emergency response activities.

V. SITUATION (POTENTIAL HAZARDS)

The range of natural disasters common to Niger and for which actions may be contemplated in the context of this plan includes:

1. Drought impact including:
Famine/Threat
Crop destruction/Pasture impact
Dislocation
Environmental damage/hazards
2. Pest Infestation
Locusts/Birds/other
3. Human and Livestock Disease Epidemic/Threat
Cholera/Measles/Meningitis/Malaria/other
Rinderpest/Encephalitis/other
4. Storm/Flood impact including:
Habitation/Structural damage
Dislocation
Environmental damage/hazards

For planning purposes, these hazards are considered in the context of one of three stages:

- I. No or little likelihood of threat during normal climatic and seasonal period (Green).
- II. Possibility of threat during vulnerable climatic and seasonal period (Yellow).
- III. Immediate and present threat likely (Red).

See Annex A for summary descriptions of these hazard conditions.

VI. MISSION (OF GOVERNMENT)

The Mission of the National Government of Niger, in coordination with Departmental and Sub-regional governments and with the direct participation and collaboration of vulnerable populations, private sector commercial and non-profit organizations, is to plan, prepare, and

undertake all required government measures to preclude loss of life and suffering, mitigate and prevent potential natural disasters and economic loss.

VII. ORGANIZATION AND CONTROL

A. Scope

National Early Warning System and Disaster Management System (NEW/DMS)

No single agency of the Government of Niger has all of the information necessary to effectively identify and assess a natural disaster, determine the required response nor does it have the manpower and resources required to confront such events.

To overcome these obstacles, the proposed National Disaster Plan ("Plan") **integrates** the former **National Early Warning System** and **new disaster management** functions within a single organizational structure extending from the Prime Minister to the Sub-Regional level of the government. This organization is the **NEW/DMS** and its national staff under the direction of the Prime Minister.

The plan is a **framework** for coherent national **coordination** of natural disaster response actions to be undertaken by responsible agencies of the government and the private sector as requirements are identified and recommended.

It is intended that all policy and operational matters pertaining to the identification, prevention and mitigation of natural disasters in Niger will be subsumed by elements of the organization described in pursuit of national disaster management objectives.

B. Organizational Description--Summary (See Organization Chart--Figure 1)

1. National--Prime Minister

Under the direction of the **Prime Minister 1/**, the Prime Minister's **Cabinet Director 2/** is delegated responsibility for supervision of all policy and operational concerns related to this plan.

To provide **policy** guidance and to facilitate national **decision-making** with respect to disaster issues, an **Interministerial Committee for Early Warning And Disaster Management (NICEW/DM) 3/** comprised of the **Secretaries-General** of all ministries and the **Permanent Secretary 4/** of the **National Early Warning And Disaster Management Office (NEW/DMS)** is established under the plan. The Committee, chaired by the **Cabinet Director** expands the responsibilities of the former National Early Warning System Committee to encompass all disaster questions, both early warning and response. At the direction of the Cabinet Director, the Committee provides regular guidance to the Permanent Secretary of the **NEW/DMSO** and recommends policy and legislative decisions to the Prime Minister.

As determined by the Prime Minister, **Food Aid Coordination** issues now considered by the **Mixed Permanent Committee on Food Aid 6/** may also be reviewed by the **NICEW/DM**. Under this Plan, **OPVN 7/** will continue to receive policy guidance through the **Food Aid Committee** for preparation and response measures which will be undertaken in coordination with the **P/S NEW/DMSO**.

2. National--Permanent Secretary

Under the supervision of the Cabinet Director, operational coordination of all early warning and disaster response activities under the Plan will be carried out by a **National Early Warning and Disaster Management System Office (NEW/DMSO) 8/**. The **NEW/DMSO** is directed by a **Permanent Secretary (P/S)** and integrates disaster management functions into the pre-existing **National Early Warning System ("SAP") Office**. The **NEW/DMSO** will establish two new distinct units under the Plan, an **Early Warning Cell (EWC) 9/** and a **Prevention, Mitigation And Response Cell (PMRC) 10/**. (See Expanded Description of **NEW/DMSO**, Annex D and E.)

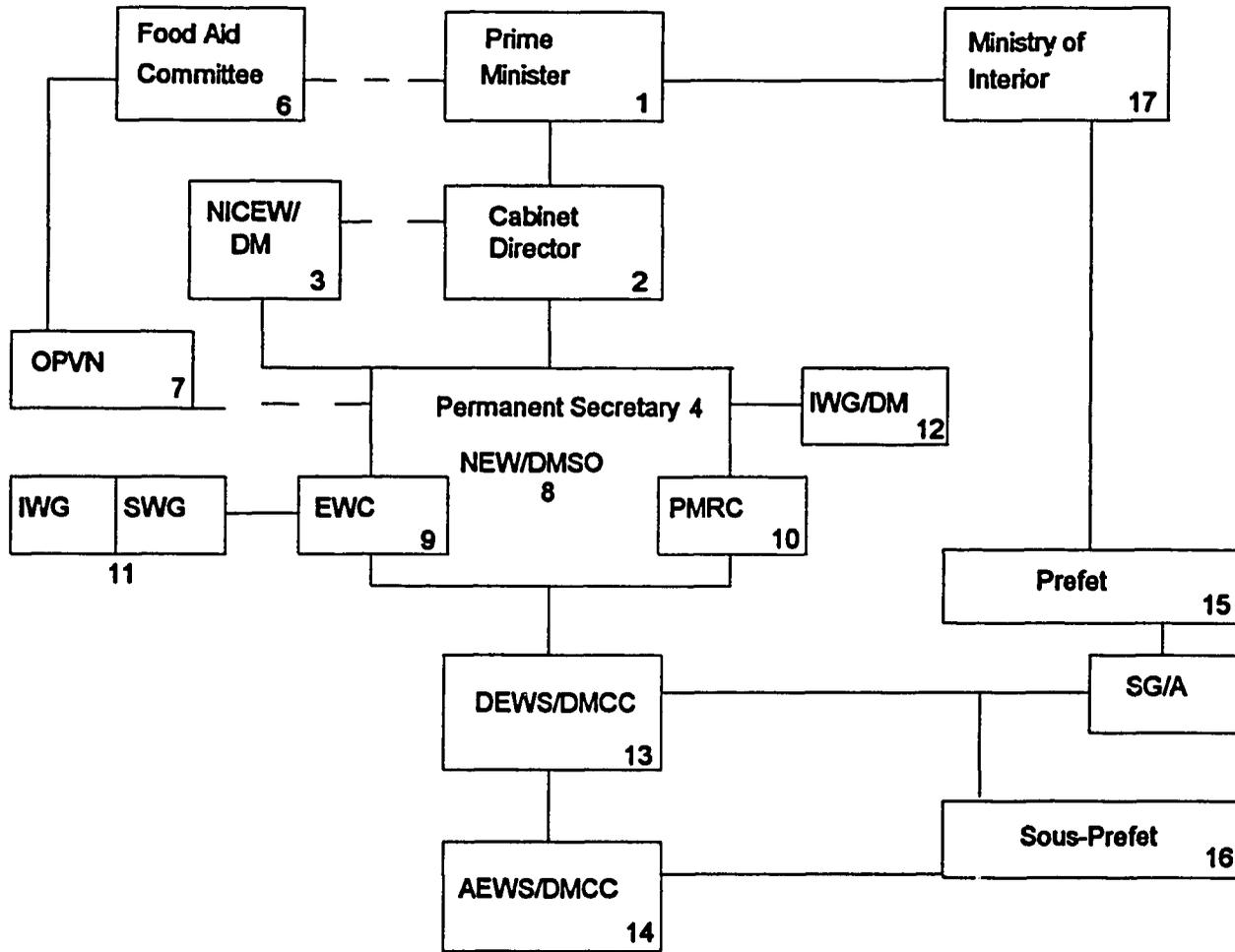
3. National--Interministerial Working Committees

Two working committees composed of no higher than Directorate level members will provide **operational guidance and facilitate coordination** by the **NEW/DMSO** among ministries and agencies of the government. These committees are: (A) the existing **Interministerial Working Group on Early Warning** and its six **Sectoral Working Groups (GTI/GTS) 11/** and, (B) a working group of designated disaster representatives responsible for internal ministry focus and coordination on disaster measures, the **Interministerial Working Group on Disaster Management (IWG/DM) 12/**. (See expanded description of **IWG/DM**, Annex B).

4. Regional/Sub-Regional

At the Department and Sub-Regional level, responsibility for **prevention, mitigation and response coordination** is integrated with existing **early warning** coordination within committees under the supervision of the **Prefet** and **Sous-Prefet** at their respective levels. It is proposed that these committees, the **Department Early Warning and Disaster Management Coordinating Committee (DEWS/DMCC) 13/** and the **Arrondissement Early Warning And Disaster Management Coordinating Committee (AEWS/DMCC) 14/** be chaired by the **Deputy Secretary General 15/** at direction of **Prefet** for the **Department** level and by the **Sous-Prefet 16/** at the **Arrondissement** level under the overall administrative authority of the **Minister of the Interior 17/**. Technical direction for disaster operations is provided through **P/S NEW/DMSO**. Membership of the **DEWS/DMCC** and **AEWS/DMCC** will comprise technical service chiefs of each ministry responsible for data collection and potential disaster response. (See expanded description of **DMCC**, Annex C).

Government of Niger National Disaster Plan -- Organization Chart



VIII. CONCEPT OF OPERATIONS

This plan relies on **existing** organizations of the GON and planned, effective coordination of necessary disaster preparedness, mitigation and response measures **to be undertaken by them**. It must be understood that, with the exception of the NEW/DMSO, **no new or comprehensive national disaster response organizations are established by this plan**. Each Ministry and element, therefore, plays a critical role within the general organizational structure and responsibilities described herein.

Plan execution relies on a small, permanent staff of the NEW/DMSO, preserving, during periods of non-national disaster crisis, the normal functions of other organizations of the government and those agencies delegated responsibility herein for specific preparedness and disaster crisis response requirements.

During normal seasonal or non-threat periods, the NEW/DMSO will maintain and continue supporting coordinated development of the intensive country-wide monitoring of critical socio-economic and environmental indicators necessary to provide disaster early warning. NEW/DMSO will also provide recommendations and guidance to all Government of Niger elements for the preparation of specific preparedness and crisis response plans, for training and for implementation of longer-term measures to reduce or preclude disaster impact.

During periods of threat and crises, the NEW/DMSO will serve as the focal point and coordinating body for crisis response actions by all Government of Niger elements and provide operational, technical and logistics support directly at the Department and Sub-Regional levels. At the national level, NEW/DMSO will provide required continuing information and recommendations to government, the private sector, external donors on evolving crisis response concerns, including funding and other support requirements.

The operational phases of the National Disaster Plan are considered in three stages, within which each element of the GON under this plan will have specific responsibilities. These stages, which relate to potential and actual disaster threat (See Annex A) are:

Stage I (Preparedness) (Green)

No natural disaster threat indications.

Stage II (Alert/Standby) (Yellow)

Natural disaster threat is possible or imminent.

Stage III (Operations) (Red)

Disaster has occurred.

The range and magnitude of specific actions to be taken by organizational elements under this plan under each Phase are dependent on development of Ministry and agency detailed operational procedures and response plans.

IX. RESPONSIBILITIES

Note: This description of specific official responsibilities is limited to **primary** functions. Initial actions in implementation of this plan will require substantially amplified responsibilities for each specific plan, agency and individual.

A. National Government

Prime Minister:

1. Authorizes interministerial collaboration and utilization of government resources in support of **disaster early warning, preparedness, mitigation and response.**
2. Chairs the **Permanent Mixed Committee on Food Aid** and directs requested donor assistance coordination on recommendation of **Permanent Secretary, NEW/DMSO** and **Director, OPVN.**
3. On recommendation of National Interministerial Committee on Early Warning and Disaster Management (**NICEW/DM**), issues **Disaster Declaration** authorizing extraordinary action by relevant government elements to preserve human life and preclude suffering to include:
 - utilization, at the direction of the **Permanent Secretary, NEW/DMSO**, of reserve stocks of commodities, shelter, fuel and equipment at National, Departmental and Sub-regional levels, to include all Ministries, the Armed Forces, Gendarmerie and Protection Civile;
 - authorization, at the direction of the **Permanent Secretary, NEW/DMSO**, for **DDMCC/ADMCC Chairmen** to commit government funds not to exceed established amount and time limits to execute immediate life-saving measures and avert immediately potential threats.
4. Provides oversight, through **Cabinet Director**, of all National Early Warning System and Disaster Management issues; recommends **policy and legislative** actions to the President and National Assembly.

Director of Cabinet/Prime Minister:

1. Under the direction of the Prime Minister, the Cabinet Director supervises all **policy and operational** concerns related to the **National Disaster Plan**.
2. Chairs the **Interministerial Committee for Early Warning and Disaster Management (NICEW/DM)** and recommends **policy and legislative** actions to the Prime Minister.
3. Supervises the **Permanent Secretary, NEW/DMSO** and provides oversight of its management and development, including implementation of the **National Disaster Plan**.

Permanent Secretary/NEW/DMSO:

1. Under the supervision of the Cabinet Director, directs the development and implementation of the **National Disaster Plan** and all **early warning and disaster response** operations of the **NEW/DMSO**.
2. Chairs the **Interministerial Working Group for Early Warning and Disaster Management** and the **Interministerial Working Group on Early Warning Systems** and recommends **policy and program** decisions to the Cabinet Director and Prime Minister.
3. Directs and supervises the development, training and operations of the **Early Warning Unit (EWU)** and the **Preparedness, Mitigation and Response Unit (PMRU)** of the **NEW/DMSO**.
4. Provides guidance and support for the development of ministry-specific disaster response cooperation plans.
5. Provides technical guidance and support for the operation of **DDMCC** and **ADMCC** including:
 - the preparation of **Department and Sub-regional Emergency Operations Manuals**;
 - coordination and improvement of **early warning surveillance and reporting**;
 - development of **disaster mitigation** programs;
 - emergency response including **external resource** coordination, supplementary assistance (See Annex E);
6. Approves/directs utilization of government resources and commitment of funds by **DDMCC** and **ADMCC**, on authorization of Prime Minister.

B. Regional Government

Department Deputy Secretary General:

1. Under the direction of the **Prefet**, serves as the **Chairman of the Departmental Disaster Management Coordinating Committee** and is responsible for the coordination and execution of all disaster preparedness, mitigation and response concerns at the Regional level including:
 - monitoring and support of locally-based surveillance systems to identify vulnerable populations, zones and specific threat factors;
 - supporting development of disaster preparedness planning, capability and crisis response requirements at the sub-regional level;
 - identifying and providing continuing liaison with private sector elements for preparedness and response collaboration;
 - coordination of regional communications requirements within potentially affected vulnerable areas, between response elements within the department and between national, department and sub-region elements;
2. Directs utilization of government resources and funds, on authorization of PS/NEW/DMSO, for disaster preparedness and response requirements.
3. Recommends required mitigation programs and immediate crisis response actions to P/S NEW/DMSO.

Sous-Prefet/Arrondissement

1. At the direction of the **Prefet**, chairs the **Arrondissement Disaster Management Coordinating Committee** and directs the development and implementation, of Arrondissement disaster preparedness, mitigation and crisis response plans, in including collaboration with local communal and village leadership.
2. Monitors and assures the functioning of village-based threat indicator surveillance systems; identifies vulnerable population zones.
3. In consultation with local community leadership, undertakes all required actions to develop disaster response capability including specific plans, identification of resource support and recommends measures necessary for implementation and coordination of response.

X. IMPLEMENTATION

The initial implementation of this National Disaster Plan requires the approval of national legislation or regulations authorizing its adoption, the establishment and funding of the organizational structure and the attribution of the delineated responsibilities to the elements therein.

Following the adoption of this general plan, the development of detailed operational plans and the establishment of administrative procedures at each level of government and between agencies of government will be required.

The NEW/DMSO is responsible for the coordination and support of the direction and planning for such operational plans and for associated training.

Annex A

DISASTER CONDITION STATUS SUMMARIES

The following Disaster Condition Summaries are intended to provide generally indicative circumstances and actions only. Their purpose is for ready reference to assist in initial definition of organizational and individual roles and responsibilities under the plan. Effective definition of specific NEW/DMS plans will require relatively more explicit and exhaustive detailing of probable situations and anticipated actions, particularly in the context of NEWS/DMS Emergency Operations Manuals at National, Departmental and Sub-Regional levels for use by planners and responders.

CONDITION I (GREEN)

A. Drought Impact

1. Situation

Rainfall/Climatic conditions favorable. General food production and growing conditions within acceptable ranges--some isolated food/production deficit pockets. Nutritional and general Health status within normal limits for season. General Pasture/Range conditions within usual limits for season. L/S Health/Nutrition status consonant with period. No abnormal dislocation of humans or livestock--usual transhumance. Market prices within acceptable range. Other indicators routine.

2. Focus of GON & NEW/DMSO Action

Potential drought impact surveillance maintained; identified isolated problem area pockets examined closely for possible trends and reviewed for possible relief response. Surveillance systems reviewed/strengthened. Departmental and Sub-Regional NEW/DMS Coordinating Committees tasked with specific situation reviews/recommendations. Priority assigned to Preparedness planning, especially Prevention activities including Training; strengthening of potential emergency response capacities and initiation of Mitigation programs. Emphasis on Recovery/Longer-term program areas (i.e., Impact zone-specific afforestation, anti-desertification and erosion control).

B. Pest Infestation

1. Situation

Climatic conditions favorable; few/no specific pest generation indicators reflected in on-going surveillance intra-regionally and Sahelian. Isolated pockets of particular infestation identified, addressed by dedicated agency. NEW/DMSO surveillance data reflect normal seasonal circumstances.

2. Focus of GON & NEW/DMSO Action

Normal early warning surveillance and evaluation continued. Need for intensified monitoring of isolated pockets of zonally identified/coordinated with participating GON agencies, Sahelian systems. Routine preventive measures undertaken and monitored. Pesticide stocks on hand reviewed. Priority assigned to preparedness planning, training identification and development of mitigation effort.

C. Human/Livestock Disease Epidemic/Threat

1. Situation

Climatic conditions favorable; socio-economic indicators stable. Human/Animal nutritional situation and resource normal for season. No present or potential unusual environmental (i.e., flooding/windstorm) conditions projected. Normal preventive health (i.e., inoculations, public and animal protective health) measures undertaken at effective level. Generally adequate stocks of medicines, vaccines on hand. Isolated pockets of potential epidemic disease prioritized with routine GON agency actions.

2. Focus of GON & NEW/DMSO Action

Normal early warning surveillance monitoring/evaluation of human/animal conditions and circumstances continues. Coordinated review by NEW/DMSO with respective agencies of response plans/actions; vaccine stocks on hand; potential additional internal/external resource requirements, including medicines, vaccines, medical personnel, identified. Coordination priority on additional preventive and preparedness planning measures; possible mitigation and long-range effort development.

D. Storm/Flood Impact

1. Situation

Climatic conditions favorable. Rainfall/weather patterns not reflective of potential adverse impact. Isolated pockets of currently or previously affected communities. Routine rehabilitation measures prioritized/undertaken through routine GON agency actions.

2. Focus of GON & NEW/DMSO Action

Normal early warning surveillance monitoring/evaluation continues. Coordinated review by NEW/DMSO with respective agencies of response plans/actions. Coordination priority on additional preventive and preparedness measures to be undertaken at department/sub-regional/village levels and on mitigation.

CONDITION II (YELLOW)

A. Drought Impact

1. Situation

Climatic conditions unfavorable; increasing deficit rainfall intra-regionally or nationally. Growing conditions deteriorating. Range/pasture conditions sub-normal for season. Human and animal movements abnormal--increasing peri-urban settlement. Human and L/S nutrition and general health status declining. Food stock depletion increasing; market prices inflated for season. Other indicators, including Sahelian zone, reflect deterioration.

2. Focus of GON & NEW/DMSO Action

Situation surveillance intensified; probable priority impact zones identified for response action. Department/Sub-Regional NEW/DMS Coordinating Committees prepare potential/immediate prevention/crisis action recommendations for Food, Health and other interventions. NEW/DMSO extends/intensifies situation information exchange, inter-ministerial, donor and private sector response coordination; potential/actual external resource needs determined/scheduled or planned/reviewed. Response action plans by GON agency (OPVN, Health, L/S, etc.) reviewed and coordinated. NEW/DMSO coordination of required immediate prevention/preparedness actions.

B. Pest Infestation

1. Situation

Climatic situation/projections unfavorable reflecting potential specific pest(s) outbreak. Intra-regional and Sahelian surveillance systems identifying early indicators, areas of possible outbreak/spread. Responsible agencies undertaking early counteractive measures, increasing preparedness. Measurable impact in numerous areas.

2. Focus of GON & NEW/DMSO Action

Increased coordination of outbreak spread and cultivation/harvest impact surveillance. Evaluation/identification of priority response areas for possible additional preventive actions;

Departmental and Sub-regional monitoring intensified; additional external resource requirements for pesticides, equipment, personnel, transport identified.

C. Human and Livestock Disease Epidemic/Threat

1. Situation

Unfavorable socio-economic, phyto-sanitaire and environmental surveillance condition indicators reflecting increased vulnerability to known human and/or animal specific disease epidemic threat; patterns of disease outbreak evident intra-regionally or Sahelian. Some evidence of directly-related heightened morbidity or death. Probable minimal vaccine/medical stocks. Responsible agencies undertaking early preventive, response and preparedness measures.

2. Focus of GON & NEW/DMSO Action

Increased coordination of human/animal disease surveillance; indicator evaluation. Identification/evaluation of priority response locations; determination of additional preventive or preparedness actions, potential additional human, medical, other external resource requirements. Possible reinforcement of Department sub-regional coordination/monitoring. NEW/DMSO augment national level inter-ministerial, donor and private sector information exchange on evolving situation.

D. Storm/Flood Impact

1. Situation

Major storm systems developing throughout Intertropical Convergence Zone; potential impact evaluation relative to most recent prior extended drought period. Surveillance data/reporting projecting selected zone impact. Habitation conditions minimally capable withstanding major wind/flood conditions. Likely period of storm extension to days/vice hours. Probable temporary shelter limited to public buildings. Water/food supplies likely to be affected.

2. Focus of GON & NEW/DMSO Action

Increased meteo/weather surveillance of developing systems/directions; priority evaluation of zone-specific potential impact by identified department/sub-region. Development of village/commune specific impact prevention/preparedness actions at Department/Sub-Region. Inter-agency coordination for potential urgent draw on transport, public buildings, bull-dozer, equipment. Coordinated priority emphasis on mitigation planning, probable rehabilitation.

CONDITION III (RED)

A. Drought Impact

1. Situation

Widespread harvest failure; near-complete range and pasture depletion. Surface/ground water depleted. Food stocks nearing zero; market prices severely inflated. Human nutritional status declining rapidly; morbidity increasing; actual/potential epidemic human disease outbreak likely. Animal starvation deaths increasing. Increasing peri-urban migration including temporary feeding/shelter. Preparedness/Prevention plans implemented with inadequate results. Overall situation continuing to deteriorate.

2. Focus of GON & NEW/DMSO Action

Full-scale implementation of NEW/DMS coordinated emergency response plans by agency; call-forward of remaining required external resource support. Activation of NEW/DMSO Crisis Operations Center; identification/activation of priority Crisis Operations Coordination Support requirements by Department; intensified surveillance support/evaluation of evolving situation, commodity distribution/resource utilization monitoring in place.

B. Pest Infestation

1. Situation

Pest outbreak unchecked; preventive measures undertaken insufficient. Infestation widespread cultivation/harvest impact severe and growing. Technical response agencies overstretched. Surveillance evaluation projecting near-term famine as remaining food resources depleted; market prices of available food high.

2. Focus of GON & NEW/DMSO Actions

Full-scale implementation of NEW/DMS coordinated crisis response plans by agency; activation of NEW/DMSO Crisis Operations Center; identification/activation of priority response for urgent food distribution; intensified surveillance support/evaluation of evolving human/animal situation. Increased external resource information exchange; development of specific potential additional support requirements to technical agencies and for priority crisis locations. Commodity distribution/resource utilization monitoring in place.

C. Human/Livestock Disease/Epidemic Threat

1. Situation

Outbreak is widespread, potentially uncontained. Actively mounting human and/or livestock deaths. Surveillance evaluation does not reflect early self-limiting potential and further spread possible to or from urban zones. Present medical or veterinary service support limited/strained. Department/Sub-regional/village level facilities overwhelmed. Public fear prevalent with regard to human epidemic.

2. Focus of GON & NEW/DMSO Actions

Full-scale implementation of NEW/DMS coordinated crisis actions by relevant agencies including specific public awareness/information effort to reduce panic/migration. Intensified human/animal disease surveillance, evaluation of evolving situation; coordinated information exchange inter-ministerially, with donor community and private sector. Call forward needed external technical, medical, equipment resources; Crisis Operations Center and support mechanism at Department and sub-region level established to assist coordinated outbreak containment, logistical support and external resource transfer. Active immediate treatment/curative programs in place in identified priority zones. Human/animal remains program established.

D. Storm/Flood Impact

1. Situation

Substantial inundation of remote villages; widespread destruction of habitation, markets, small rural structures; public facilities down; food storage damaged, significant multi-village population dislocation. Field crops damaged/destroyed, cultivation disrupted. Standing water, general sanitation, lack of shelter, clothing present immediate health hazard. Situation reports indicate weather conditions likely to continue/worsen.

2. Focus of GON & NEW/DMSO Actions

Full-scale implementation by specific agency of NEW/DMS coordinated crisis relief response plans; activation of public shelter program/evacuation of victims. Intensified human, weather and environmental situation surveillance; identification of current/likely priority impact/action areas. Activation of a NEW/DMSO Crisis Operations Center, Department/Sub-regional Crisis Coordination Support effort. Enhanced national inter-ministerial, donor, private sector information exchange on evolving situation; potential/actual requirement for additional/external resources.

Annex B

EXPANDED DESCRIPTION: INTERMINISTERIAL WORKING GROUP FOR DISASTER MANAGEMENT (IWG/DM)

This Plan establishes a specific **Interministerial Working Group for Disaster Management** for the purpose of assuring more effective development of individual ministry disaster preparedness and response capability.

In implementation of this measure, each Minister shall appoint a specific Disaster Preparedness and Response Officer within his ministry who will serve as a focal point for action and coordination for all disaster matters and take such other administrative actions as may be necessary to assure the capacity of his ministry to respond to natural disaster management objectives as outlined in this plan.

Each Ministerial Disaster Staff Officer appointed shall be required to participate as a member of the National Disaster Management/Operations Committee convened and chaired by the Permanent Secretary of the NEW/DMSO and shall report to his minister on all matters arising including recommendations for policy actions and for such other matters as may be required for ministerial action and coordination.

Each Disaster Officer shall be responsible to his minister for recommendations and actions necessary to assure effective ministerial preparedness and response on disaster matters.

Such recommendations and actions should include:

- preparation of a ministry-specific **Disaster Operations Plan** delineating specific disaster response supporting measures which may be undertaken by the ministry;
- compiling and maintaining an **inventory** of human and technical resources available within his ministry's control which could facilitate disaster response. Such inventory shall be made available to the Permanent Secretary, NEW/DMSO.
- identifying specific ministerial programs which could facilitate disaster early warning, preparedness or response assuring liaison and coordination with NEW/DMSO and/or other agencies.

Each Disaster Officer will provide continuing direct liaison with technical officers from his ministry serving as members of the Department and Sub-Regional levels on all matters of disaster concern.

Annex C

EXPANDED DESCRIPTION: Department Disaster Management Coordinating Committee (DDMCC)/Arrondissement Disaster Management Coordinating Committee (ADMCC)

A. Department

1. Structure

The permanent structure for Disaster Management in the Department is to consist of the DDMCC whose official membership will include the chief departmental staff officers of all ministries or agencies considered relevant 1/ who are present in the Department and such other members as may be determined by the Prefet on recommendation of the Chairman of the DDMCC. The Secretary-General Adjoint (SG/A) is designated Chairman of the DDMCC, under the direction of the Prefet. Vice-Chairman of the DDMCC is the Departmental Director for Agriculture (DDA).

Other elements of the DDMCC structure, depending on the nature of the specific Departmental Disaster Operations Plan, may also include non-governmental organization members, private/commercial sector and at-large community representation for effective coordination and/or execution of particular Disaster Management activities.

The DDMCC is a formal **coordinating** mechanism within the **technical** direction of the Permanent Secretary of the NEW/DMSO, which is under the line supervision of the Prime Minister's Cabinet Director and is to be responsible for all matters related to departmental level early warning, planning, preparedness, mitigation and response for natural disaster concerns. The DDMCC will also coordinate technical and resource support as may be required by the sub-regional level to the ADMCC.

A permanent Departmental committee under the authority of the Prefet as the senior governmental administrative officer, the DDMCC is chaired by the Secretary-General Adjoint(SG/A). Vice-Chairman of the DDMCC is the Departmental Director for Agriculture (DDA).

It understood that functionally, the DDMCC represents a mix of technical expertise and command authority over individual spheres of responsibility. Members of the DDMCC, as employees of their respective ministries and agencies, are to be under the direct, day to day **technical and line** authority of their organizations. In their capacity as **members** of the DDMCC, however, departmental technical representatives are responsible to the Prefet, through the direction of the SG/A, for Disaster Management concerns.

The SG/A, under supervision of the Prefet, will receive technical direction from the NEW/DMSO and transmit required recommendations and information on Disaster Management concerns to the PS/NEW/DMSO.

As Chairman of the DDMCC, the SG/A serves as chief NEW/DMS executive officer, coordinating and monitoring actions of implementing elements on Disaster Management concerns.

B. Arrondissement

1. Structure

The AMDCC is the Disaster Management organization at the sub-regional level. The AMDCC is to be chaired directly by the Sous-Prefet at the direction of the Prefet. Vice-Chairman of the AMDCC is the ADA. Like the DMDCC, membership¹ is to include those technical service representatives present in the arrondissement, dependent on the specific arrondissement and development of AMDCC Operating Procedures and Crisis Operations Manual.

Other elements of the AMDCC may also include non-governmental organizations, private/commercial sector and should include at-large or specific community representation necessary for coordination and/or execution of particular Disaster Management activities.

The ADMCC is a formal **coordinating** mechanism within the **technical** direction of the Permanent Secretary of the NEW/DMSO, which is under the line supervision of the Prime Minister's Cabinet Director and is to be responsible for all matters related to sub-regional level early warning, planning, preparedness, mitigation and response for natural disaster concerns. Members of ADMCC, as those of the DDMCC, are employees of their respective ministries and under the direct technical and line authority of their own organizations. In their capacity as

¹ Specific determination of membership is to be dependent on the particular department and final development of the DDMCC/ADMCC Operating Procedures and Disaster Operations Manuals. However, membership normally must include all agencies present who are charged with monitoring social and agro-climatic conditions under the CISNAP and those with planning and response capacities with regard to natural disasters. These include:

| | |
|------------------|------------------------|
| Health | OFEDS |
| Agriculture | Cooperative Union |
| Ag Statistics | Meteorological Service |
| Animal Resources | Economic Promotion |
| Genie Rurale | Communications |
| Gendarmerie | ONAHA |
| OPVN | Plan |
| Livestock | Environment |
| Hydraulique | |

members of the AMDCC, however, sub-regional technical officers are responsible to the Sous-Prefet, at the direction of the SG/A, for Disaster Management concerns.

The Sous-Prefet receives operational guidance from the SG/A under direction of the Prefet with regard to development of disaster preparedness, mitigation and response matters. PS/NEW/DMSO will provide technical guidance direct to the Chairman of the ADMCC. Specific disaster preparedness and response actions will be undertaken in coordination and consultation with the SG/A.

Annex D

EXPANDED DESCRIPTION: NEW/DMSO

The National Early Warning and Disaster Management System Office established by this Plan is more specifically structured as follows:

1. General Program Administration:

- Permanent Secretary
- Financial Manager

2. Early Warning System Unit--Development/Threat Analysis:

- EWS Unit Manager: Agricultural Economist
- Range and Livestock Specialist
- Nutritionist
- Computer Data Systems Manager

3. Prevention, Mitigation and Response Unit:

- Disaster Operations Manager
- External Relations Coordinator
- Program Design and Evaluation Officer
- Computer Data Systems Specialist

Annex E

EXPANDED DESCRIPTION: EXTERNAL RELATIONS COORDINATOR

The plan places substantial emphasis on the limited capacity of any single element of government to prepare and respond to natural disasters. There are many contributors to assuring implementation of preparedness efforts and emergency response when required and many of them are not part of government. In order to successfully execute measures related to national disaster management objectives, at least five important partnerships must be nurtured:

Government
Private Commercial Sector
Private/Voluntary Organizations (NGO's)
International Donor Community (esp. resident)
Village/Community Vulnerable population

The institutional structure and specific responsibilities outlined in this plan delineate only inter- and intra-governmental coordination. The development and maintenance of specific coordination procedures, plans and involvement of Niger's private sector partners however, is unattended: for the most part, private sector collaboration in disaster planning, preparedness and response is ad hoc: potential resources, specific capabilities, degree of possible participation, cooperative requirements and other necessary information is largely unknown or available as a feature of necessary national preparedness. This lack could be critical in time of disaster.

Full-time effort to plan, develop and support Niger's private sector disaster collaboration is essential.

Therefore, in addition those positions within the pre-existing Systeme d'Alerte Precoce or those previously anticipated, this plan establishes a new position of **External Relations Coordinator** within the NEW/DMSO. The External Relations Coordinator, under the direction of the **Disaster Operations Manager** of the PMRU, is responsible for developing and maintaining effective liaison and coordinating NEW/DMSO operational coordination with international donors, non-governmental organizations and the private commercial sector at the National, Departmental and Sub-regional and community levels as required. Specifically, the External Relations Coordinator:

- acts as NEW/DMSO focal point for all non-governmental organizational contacts on national disaster concerns; provides continuing two-way information exchange on situation, requirements and response issues;

- prepares and/or coordinates and supports preparation of NEW/DMSO private sector participation plans at national, departmental and sub-regional levels including establishment of resource and technical data bank of response and support capabilities; and
- supports and facilitates private sector and community participation and collaboration as required at Sub-regional level; and
- as part of NEW/DMSO crisis operations provides on-site support to DMCC/AMCC as needed; coordinates external private sector assistance during disaster crisis period.

Private Sector Institutional Links

- National:**
1. MOFA Aid Affairs Office
 2. GAP
 3. Mixed Committee on Food Aid
 4. NICEW/DM - S/G's
 5. GTI/GTS
 6. IWG/DM--Ministry Disaster Officers
 7. Chamber of Commerce/Trade Associations
- Dept.:**
1. DMCC
 2. Local Chamber of Commerce
 3. Local (Informal) GAP
 4. Political parties
 5. Canton/commune/village chiefs
- Arrond:**
1. ADMCC
 2. Local (Informal) GAP
 3. Private Sector (Informal) Assoc.
 4. Canton/Commune/Village Chiefs

- 25'