



District-Level Contingency Planning Methodology and Related Guidance Note UGANDA

December 2016



Republic of Uganda

Disclaimer

The District-level Contingency Planning Methodology (DCPM) intends to give a practical answer to the challenge of building and updating contingency plans, using simple and straightforward explanations.

The content of this DCPM draft is open for correctness.



*Empowered lives.
Resilient nations.*



We should start small.

Please, allocate some money in your annual development plans to cover some of the emergencies in your district. The country can not cover all of these known and predictable contingencies.

**Commissioner of the Department of Relief, Preparedness and Management,
Mr. Martin Owor**

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List of Acronyms

CAO	Chief Administrative Officer
DCP	District Contingency Plan
DCPM	District-level Contingency Planning Methodology
DDMC	District Disaster Management Committee
DPM	Disaster Prevention and Management
DEC	District Executive Committee
DDP	District Development Plan
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EWS	Early Warning Signs
FAO	Food and Agriculture Organization
FP DDMC	Focal Person – District Disaster Management Committee
HRV	Hazard, Risk and Vulnerability
IASC	Inter-Agency Standing Committee
IFRC	International Federation of Red Cross and Red Crescent Societies
IIRR	International Institute of Rural Reconstruction
IOM	International Organization for Migration
LCV	Local Council V
NDP	National Development Plan
NGO	Non-Governmental Organization
OBT	Output Budgeting Tool
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
RDC	Resident District Officer
OPM	Office of the Prime Minister
SPO	Standard Operating Procedures
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNHCR	United Nations High Council for Refugees
UNICEF	United Nations Children’s Fund
UNISDR	United Nations International Strategy for Disaster Reduction
UNMA	Uganda National Meteorological Authority
URCS	Uganda Red Cross Society
VHT	Village Health Team
WFP	World Food Program
WHO	World Health Organization

Foreword



Uganda is prone to both natural and human induced disasters. Over the recent past, there has been a high incidence of disasters occurring every year, leaving negative impacts on both the people's lives and livelihoods. Strengthening disaster preparedness at national and district levels is thus critical to save lives, protect livelihoods and enhance recovery process from disasters and crises.

Contingency planning is considered as a measure developed to prepare for and to react to possible event change which exceeds normal response efforts but whose impact can severally affect security, resources, assets, human and the society. Contingency planning needs to be based on realistic parameters

for response with detailed planning and preparedness. Nevertheless, significant gaps exist in the district level contingency planning (DCP) development and its mainstreaming into the district development plans (DDP).

There is a need to adopt a harmonized approach to enhance contingency planning development. This can be addressed by better integrating the current diverse practices of contingency planning through establishing agreed standards and tools for multi-hazard emergency preparedness.

For the past three years the Government of Uganda has conducted hazard, risk and vulnerability mapping for all districts to inform on the hazards types, promote risk awareness among communities, act as a tool to support planning and decision making at national and district levels.

It's upon this background, that the methodology for the district level contingency planning has been developed to support local government authorities in developing, updating the contingency plans and facilitate their integration into the District Development Plans. With the contingency plans in place, communities, district authorities, MDAs and development partners will be equipped to anticipate the types of disasters they might face, know what to do when disaster strikes, and have the systems and tools to respond fast.

I therefore take this opportunity to urge all local government authorities to internalize and optimally utilize the content of these guidelines and make effort to implement the provisions and recommendations therein.

A handwritten signature in black ink, appearing to read 'Christine Guwatudde Kintu'.

Christine Guwatudde Kintu

Permanent Secretary, Office of the Prime Minister



Introduction

Uganda recognizes the importance of District-level Contingency Planning as a key element of emergency preparedness, which is a mandatory requirement under the Constitution of Uganda.

Over the past two years, the Office of the Prime Minister (OPM) has undertaken hazard, risk, and vulnerability profiles in every district of the country. The results of these profiles, and the inclusive government-led mapping exercises, are aimed to support district-level development planning and budgeting through risk-informed, evidence-based, and decision-making.

For this purpose, the OPM has developed a District-level Contingency Planning Methodology (DCPM) to support districts in creating or updating their contingency plans and facilitating their integration into the District Development Plans. Although the DCPM is a collection of user-friendly tools and exercises, a DCPM training module is attached to roll out the methodology, and to build capacity at the local level in the effective use of the methodology. The DCPM training module has been designed with explanatory notes to the trainers and includes two supportive power point presentations. Trainers or facilitators can ask to the OPM for the following supportive material to roll out the methodology:

1. Uganda (2016): *District-level contingency planning methodology*. Training Module. Office of the Prime Minister.
2. Uganda (2016): *District-level contingency planning methodology*. Guidelines for trainers. (Power Point presentation). Office of the Prime Minister.
3. Uganda (2016): District-level contingency planning methodology. Training Module. (Power Point presentation). Office of the Prime Minister.

In order to design the DCPM, different participatory techniques were combined with a multi-sectorial approach involving a range of stakeholders at national and sub-national levels.

The process can be summarized as follows:

- 1** | A number of documents were reviewed - including national policies, international frameworks and international best practices- (see References).
- 2** | Consultation with government and development partners.
- 3** | Analysis of a number of Uganda's Contingency Plans at the national and sub-national levels (see list of Uganda Contingency Plans Reviewed).
- 4** | A group dynamic was utilized in three high-risk sub-regions (Karamoja, Rwenzori and Teso), to identify the users, define the objectives, discuss the integration of the contingency plan in the DPP, explore problems in previous contingency plans and look for alternative solutions.
- 5** | Outlines of the methodology were developed and presented to various partners.
- 6** | A testing exercise was conducted in Kabarole and Soroti districts, in order to evaluate the quality, relevancy, and content of the methodology.
- 7** | The District-level Contingency Plan Methodology was refined and presented to stakeholders and partners.
- 8** | A validation exercise was conducted at the national level and the methodology was finalized, after incorporating the inputs received.

1.1 Purpose and Target User of the District-Level Contingency Planning Methodology

The purpose of the district-level contingency planning methodology is to provide general guidance to support districts and District Disaster Management Committees (DDMC) to develop and update contingency plans, integrate them in their District Development Plan (DDP) and budget processes.

The main intended users are:

1. Districts officials, lower local government officials and the DDMCs focal persons. However, the methodology will be used mainly by the core contingency planning teams, which lead the process of developing or updating contingency plans, as well as the facilitator, principal drafter and focal persons.
2. Development partners¹ that support districts in the process of creating and updating contingency plans.
3. Governmental partners that support specific sectors in the process of creating and updating contingency plans

1.2 Objectives for a District-Level Contingency Planning Methodology

The objectives of this methodology are:

1. To assist districts by providing guidance on developing and updating district-level contingency plans.
2. To establish linkages to integrate contingency plans in District Development Plans and budgeting processes
3. To systematize information in a unique national document that:
 - a. Is simple and manageable.
 - b. Assists districts in prioritizing hazards and providing mechanisms to respond to them.
 - c. Defines roles and responsibilities.
 - d. Provides a sector coordination mechanism.
 - e. Provides mechanisms to review.
 - f. Designs dissemination mechanisms

1.3 Legislative Mandate

The 1995 Constitution of Uganda in the sixth schedule (Number 29) points out that the primary responsibility for disaster preparedness and management rests with the state, while Objective 23 of the Constitution states that, the State shall institute an effective machinery for dealing with any hazard or disaster arising out of natural calamities or any situation resulting in general displacement of people or serious disruption of their normal life.

The National Policy for Disaster Preparedness and Management (2011)² aims to create an effective framework through which disaster preparedness and management is entrenched in all aspects of development processes, including planning, saving lives, protecting livelihoods and the country's resources.

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¹ Following the districts consultations and to avoid misunderstanding, in this document, "stakeholder" refers to the districts officials (from the different districts departments) and "partners" refer to external stakeholders, including Uganda Red Cross.

² Henceforth, National Policy, 2011

In addition, the National Policy for DPM further puts in place structures and mechanisms through which this policy will be implemented at both the national and local government levels such as the Inter-Agency Technical Committee, District Disaster Management Committees and Sub-County Disaster Management Committees. It also states that these structures shall develop contingency and disaster preparedness plans and update data annually.

One of the major components that was decentralized to the lower governments was planning (Local Government Act 1997 (5)). The technical units follow well-set guidelines when undertaking planning with a strong degree of independence. The plans are then passed on to the policy making organs -the District Councils of elected legislators- who ratify the plans for implementation. The districts can utilize this opportunity to plan for emergencies and disasters, as each of these can have localized dimensions (Uganda, n/d, p.71).

I.4 Key Considerations

Some principles to keep in mind while developing contingency plans are:

- » Contingency plans must be integrated into District Development Plans (DDP) and budgeting process.
- » Contingency plan should be practical with straightforward indications.
- » Contingency plans require flexibility to adapt to the unknown particularities of each emergency.
- » They must be realistic enough that they can be implemented as needed. In other words, contingency plans must be focused on available resources, with special emphasis on the local resources.
- » They should be followed up and tested, annually, according to the National Policy (2011).
- » They should include regular updates, in line with District Development Plans.





2. Key concepts

2.1 Contingency, Emergency and Disaster

A **contingency** is a situation that is **likely** to occur, but may not and it usually causes problems. Districts must plan for them, so that in case an emergency does occur, they will be able to respond quickly, thereby reducing the impact of the emergency and its negative consequences in the districts.

An **emergency** is a condition of disaster or extreme peril to the safety of persons and property (National Policy, 2011, p.57). It requires a very fast and appropriate response and exceptional measures to mitigate or reduce damage to the wellbeing of a population. Although the terms emergency and disaster are sometimes used interchangeably, not every emergency is considered a disaster. If emergencies are addressed quickly and efficiently they may not reach disaster proportions.

A **disaster** is an event or series of events which gives rise to casualties, damage or loss of property, infrastructure, essential services or means of livelihood on a scale which is beyond the normal capacity of the affected communities to cope with unaided (National Policy, 2011, p.57).

2.2 Contingency Planning and the Contingency Plan

Contingency planning is a process which is undertaken in anticipation of a potential emergency. It involves developing strategies, arrangements and procedures to address the humanitarian needs of those adversely affected by emergencies. One of the outcomes of this process is the **contingency plan**; which brings together in a coherent form the summation of the discussions, analysis and, most importantly, the decisions made during the planning process³ in order to respond quickly to an emergency. A contingency plan is not the end of the contingency planning process. The Plan needs to be integrated into the DDP and disseminated to appropriate parties and relevant actors must be trained.

As part of District Development Plans, a contingency plan is a living document with a short lifespan due to changes in the social, economic and institutional situations and the climate patterns. Therefore, the plan needs to be tested, reviewed and updated constantly.

All disaster After Action Reports point out that planning, training and exercising are the only feasible recommendations; relationships must be established, plans written and tested and procedures agreed upon; and effective coordination cannot be achieved during the confusing moment of an actual event. The Table 1 summarizes the benefits of these actions.



Contingency planning is a process which is undertaken in anticipation of a potential emergency. It involves developing strategies, arrangements and procedures to address the humanitarian needs of those adversely affected by emergencies.

³ Choularton, 2007

Table 1: Benefits of planning, testing, training and reviewing

Actions	Benefit
Planning	<ul style="list-style-type: none"> » Time to deal with anticipated problems before the onset of an emergency. » Helps to reinforce coordination mechanisms. » Provides an opportunity to identify constraints and focus on operational issues prior to the onset of an emergency. » Allows organizations to put in place measures that enhance preparedness ahead of potential emergencies.
Testing; Simulation exercises; Training	<ul style="list-style-type: none"> » Gives the opportunity to know if a DCP works. » Allow people who provide response services to practice their roles » Keep plans fresh. » Helps to evaluate, revise their strengths and weakness and update the DCP. » Gives knowledge about what to do of those who provide response services. » Give knowledge about what to do, what to expect and how to participate of those who receive assistance.
Reviewing and updating	<ul style="list-style-type: none"> » Keeps plans fresh and in line with changes in the social, economic and organizational situation. » Avoids outdated DCP, especially in regards to staff lists (focal person) and inventories of equipment and logistics resources

Source: IASC, 2007 and Choularton, 2007 (adapted).

2.3 What is NOT a Contingency Plan

Disaster risk management (DRM) is a continuous and dynamic multi-sectoral, multi-disciplinary process of planning and managing which seeks to improve measures related to prevention, mitigation, preparedness, emergency response and post-disaster recovery by systematic study and analysis (National Policy, 2011, p.57). Contingency plan are a small but significant part of the DRM.

Emergency preparedness⁴ consists of all activities taken in anticipation of an emergency to expedite effective emergency response. Contingency planning⁵ is part of emergency preparedness but also this one includes stockpiling, the creation and management of stand-by capacities and training of staff and partners in emergency response.

Contingency planning is part of emergency preparedness but also includes stockpiling, the creation and management of stand-by capacities and training of staff and partners in emergency response.

2.4 Multi-Hazard versus Hazard Specific Contingency Plans

When a district faces the task of developing a DCP, one of the first steps is to determine which is the best approach for defining a contingency plan. Usually, this depends on the focus of the contingency plan and whether or not there is a specific threat that must be addressed. The most common types of contingency planning for humanitarian purposes are:

1. **Scenario planning** addresses the development of a specific scenario as a basis for developing a response strategy in case of an emergency.
2. **Preparedness planning** (also called response preparedness planning), which identifies gaps and challenges that can be addressed before an emergency in order to plan and implement a series of actions to increase response capacity.
3. **All-hazards emergency planning** which uses standard procedures (often formalized in checklists) to guide emergency response.

⁴ Choularton, 2007

⁵ Some contingency plans also include preparedness activities, such as opening of drainage channels before rainy seasons, which is also called response planning.



Table 2: Comparison between the most common types of contingency planning

	Scenario-based contingency planning	Preparedness planning	All-hazards emergency planning
Focus	<ul style="list-style-type: none"> » Specific scenarios are developed, with a plan focused on responding to these scenarios 	<ul style="list-style-type: none"> » Specific preparedness actions are identified and planned for 	<ul style="list-style-type: none"> » Defining chains of command and common tasks carried out in emergencies. » Developing standard implementing procedures for common emergency response tasks
Best used...	<ul style="list-style-type: none"> » When a specific threat or emerging crisis exists » When specific and detailed planning is needed 	<ul style="list-style-type: none"> » When no specific threat is identified » When preparing for difficult-to predict, rapid onset disasters (e.g. earthquakes) 	<ul style="list-style-type: none"> » To clarify responsibilities and accountability » When standardized response procedures are needed
Pitfalls	<ul style="list-style-type: none"> » Can be too detailed and sometimes planners cannot prioritize their scenarios » Scenarios and/or assumptions are often not realistic 	<ul style="list-style-type: none"> » Can be too focused on preparedness, without a plan to respond to the emergency » Can be too broad and lacking the detail needed to respond adequately 	<ul style="list-style-type: none"> » Can lack a response plan » Tends to be effective only in established emergency management organizations
Who	<ul style="list-style-type: none"> » Humanitarian actors » Used by donors, NGOs, UN agencies, national governments and NGOs 	<ul style="list-style-type: none"> » Humanitarian actors » Used by donors, NGOs, UN agencies, national governments and NGOs 	<ul style="list-style-type: none"> » Used in developed countries, especially in the West » Most commonly used by national emergency management agencies, civil defense and emergency services

Source: Choularton, 2007, p.4

2.5 Key Elements of a Contingency Plan

Table 3: Key elements of a contingency plan

Question	Contingency plan element	Main utility	When to focus planning efforts on this element (and cautionary notes)
What could happen?	Scenario	<ul style="list-style-type: none"> » Provides a basis for planning » Useful in generating consensus on the nature of potential crises 	<ul style="list-style-type: none"> » Most contingency planning efforts start with scenario development » Keep it simple and general if there is no specific threat, but when there is an emerging crisis engage in more detailed scenario development » Avoid to get stuck with the definition of scenarios
What would we need to do?	Response strategy	<ul style="list-style-type: none"> » Developing appropriate humanitarian responses 	<ul style="list-style-type: none"> » Contingency planning should always contain a response strategy, as this anchors the other elements of the plan. » A simple strategy can be developed when there is no specific threat. » A more complex and detailed strategy can be developed when an emerging crisis is identified
How would we do it?	Implementation plan	<ul style="list-style-type: none"> » Defining how responses will be structured and implemented programmatically and logistically 	<ul style="list-style-type: none"> » Detailed implementation planning is effective when there is an identified potential crisis.
What would we need to do this?	Operational support plan	<ul style="list-style-type: none"> » Identifying the human resource, administration, finance, ICT, security and other needs in a response 	<ul style="list-style-type: none"> » Detailed operational support planning is most effective when there is an identified potential crisis. » Implementing procedures can be developed and refined as part of an all-hazards planning exercise at any time to help standardize responses in these areas.
What can we do to prepare?	Preparedness plan	<ul style="list-style-type: none"> » Identifying actions that can be taken before an emergency to improve response. 	<ul style="list-style-type: none"> » Focusing on preparedness actions is almost always beneficial. » When there is no specific threat, preparedness planning can be the main focus of planning efforts
How much would it cost?	Budget	<ul style="list-style-type: none"> » Determining the cost of preparedness and response activities. 	<ul style="list-style-type: none"> » Developing budgets is most useful when a specific emerging crisis has been identified and the budget can be converted into project budgets. » Budgets for preparedness activities are advisable at all stages in the process.
For how long it can happen?	Reviewing and updating	<ul style="list-style-type: none"> » Keep plans fresh. » Avoid DCP outdated, especially in: list of staff (focal persons) and inventories of equipment and logistics resources. 	<ul style="list-style-type: none"> » Review and update annually to integrate it in the district budget cycle. » Every 5 years, in line with the DPP.

Source: Choularton, 2007 (adapted).

2.6 Think locally

A good contingency plan should identify the resources which are readily available and seek to utilize these resources in contingency planning processes. Local resources are those that can be immediately found within the area for which the contingency plan is being prepared. This is the best way to have realistic plans that can be implemented when needed.



3. Contingency Planning process and the integration into the District Development Plan and budget process

3.1 Contingency Planning Process

Contingency planning process can basically be broken down into three simple questions:

1. What is going to happen?
2. What are we going to do about?
3. What can we do ahead of time to get prepared?

These three questions shall be summarized in contingency plans. Once plans have been written, approved and mainstreamed into the District Development Plans, districts should start to implement it (prepare it, exercise it and review it).

Before embarking in the task of develop a contingency plan, the following aspects may be kept in mind:

When to plan

- * Contingency planning should be undertaken when there is a high probability that a disaster or an emergency will occur⁶.
- * Planning should be given enough time, so that districts can complete their plans and integrate them in the annual DDP and budgeting process. This is a two years process.

A recommended timing is:

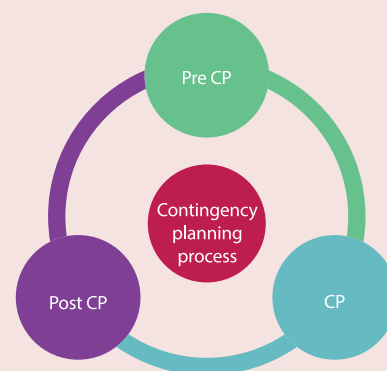
YEAR ONE	Developing/updating contingency plan Mainstreaming in the DDP and budget process Dissemination to shareholders and partners
YEAR TWO	Dissemination to shareholders and partners Preparedness Simulation exercise Reviewing and updating

Who is going to plan

- * Developing a contingency plan is a multi-sectoral process. It is important to keep in mind that while good participation is essential, clear management is also fundamental.
- * Focal person, the facilitator and the principal drafter play an important role to the success of the process. These three functions may be done by the same person or split between two or three people, depending on the skills, availability of staff and existing resources.
- * A core contingency planning team (three or five people) can be responsible for the overall process. It is recommended to include in the core contingency planning team:
 1. The DDMC's focal person in the district, who can be also the focal person in the process.
 2. The Planning Unit's focal person for the DDMC.
 3. The URCS's focal point for the district.
 4. Two or three DDMC's focal persons of some key sectors in the districts or other relevant stakeholders/partners.
 5. The principal drafter
- * The contingency planning working group includes all the key stakeholders (DDMC's focal persons) in an emergency respond. Although they contribute to the work of the core team, they are focused on their respective sectors.

⁶ While Standard Operating Procedures can remain general for a multi-hazard approach.

- * Facilitating the contingency planning process by a facilitator or and assigned focal person, especially when participants need guidance.
- * Setting aside enough time to develop the contingency plan is essential to ensure an adequate product.⁷
- * Supporting the entire process beyond the contingency plan completion: integration into the DDP, dissemination, preparedness actions, exercising the plan, reviewing and updating.
- * Reviewing all other supporting documents in order to integrate them into related documents and guidelines (see table 5).



This methodology provides⁸ a detailed overview of the process, which involves twelve steps (see table 4).

Table 4: Contingency planning process

Step	Process	Method	Additional Information In the DCPM	Tentative Timing ⁹
1	Define the objectives and scope of the exercise so the planning process can be tailored accordingly	Desk review	Sections 1 and 3	1 month
2	Manage participation: identify focal persons for each sector, availability to participate in the process...	Consultative meetings ¹⁰	Section 3.1	
3	Check the key priority areas in the DDP and previous contingency plans	Consultative meetings, desk review	Sections 3.1, 4, and 5.2.1	
4	Set the calendar and design the exercises and workshops...	Desk review	Section 5	
5	If needed, roll out a basic training and capacity-building training to equip the participants in the process	Workshop	Section 2, Annex IV, and training module	
6	Determine what is going to happen: Preliminary; scenario development; Coordination arrangements	Consultative meeting or 1-on-1 working sessions	Sections 5.2.2, 5.2.3, 5.2.4, and 5.2.5	1 month
7	Define what the district is going to do in response: Response plan: Actions upon activation	Workshops or 1-on-1 working sessions	Sections 5.2.6, 5.2.7, 5.2.8, 5.2.9, 5.2.10, and Annex III	1 month
8	Decide what can be done in advance to get prepared: Prepare to respond plan	Workshops or 1-on-1 sessions	Section 5.2.11	2 weeks
9	Prepare how the plan is going to be tested and reviewed	Consultation meeting and desk review	Section 5.2.12	2 week
10	Finalize, compile the information and approval of the contingency plan.	Desk review, consultation meeting	Sections 5.2.A, 5.2.B, 5.2.C, 5.2.D, 5.2.E, 5.2.1, and 5.2.13	1 month
11	Ensure the integration into the DDP and budget process	Advocacy	Section 3	3 months
12	Disseminate the document, prepare the plan, exercise the plan, review and update ¹¹	Workshops, meetings, consultations	Sections 3, 4, 5.2.11, 5.2.12, 5.2.13 and Annex II	1 year and 1 month

⁷ It is recommended, to work the contingency plan with the district's officials once a week, following their suggestions

⁸ Based on previous experience in Uganda

⁹ This tentative timing framework is based on the assumption that regular consultation meetings with the core contingency planning team will take place once a week

¹⁰ Consultative meetings include interviews

¹¹ Depending on the contingency plan, this step can be broken down in several more steps



Table 5: Related documents and guidelines

Sector	Title	Prepared by	Year
Nutrition	A guide to contingency plan analysis with a nutrition lens	II.RR / UNICEF	2015
Health	Consolidated Guidelines for prevention and treatment of HIV and AIDS in Uganda	Ministry of Health	2016
General	U-News Monthly National Integrated Multi-Hazard Early Warning Bulletin (The Official Government of Uganda Inter-Ministerial/Agencies)	NECOC / UNDP	2016 (monthly)

3.2 Integration of the District Contingency Plan into the District Development Plan and Budgeting Process

What does it mean to mainstream the District Contingency Plan (DCP) into the District Development Plan (DDP)? In brief, the integration of district-level contingency plans into the District Development Plans means that:

1. Districts develop (or update) and approve the DCP.
2. Districts identify DCP, as a priority, since it helps to reduce suffering in their communities.
3. Districts fund key aspects of the DCP in their annual budgets (“we shall start small¹²”).
4. Districts present the DCP in the annual Budget Conference for dissemination to stakeholders and partners.

Due to the changes in the social, economic and institutional situations and the climate patterns, a contingency plan needs to be reviewed, following the same cycle of the DDP in terms of annual updates (see Annex 1).

Recommendations for contingency plans, based on the lessons learned must be incorporated in new plans. For this reason,

¹² Refer to the words of the Commissioner, Mr. Martin Owor, at the beginning of this document

4. Learning from the past

This methodology collects some of the identified recommendations by the district stakeholders, governmental partners and non-governmental partners from previous DCP.

Table 6: Problems and solutions in previous DCP

PROBLEMS



Operational and Coordination Issues

SOLUTIONS

1. Focus on tasks, rather than management. Lack of Focal Person (FP).

1. Clear definition of roles, responsibilities
2. Identify FPs for each sector
3. Define communication mechanism
4. Disseminate DCP to all involved actor

2. Lack of technical capacity to handle emergencies

5. Build the capacity from the sub-counties to the district levels and have efficient knowledge transfer.

3. Lack of commitment and coordination of stakeholders/partners.

6. Lobby by CAO to head of departments and partners.
7. Dissemination and training FP DDMC in all levels
8. Present DCP – Budget Conference as unfunded priority

4. DDMC no operatives

9. Identify FP for each sector
10. Organize quarterly meetings
11. Training FP DDMC for a quick response in all levels

5. Many possible hazards and scenarios

12. Prioritize hazards (based on the hazard ranking and decision of stakeholders) and simplify the scenarios

6. Few stakeholders/partners are aware DCP and key actors don't know their role

13. Dissemination of the DCP during the quarterly DDMC meeting
14. Distribution of the DCP's relevant section FP DDMC and key partners
15. Including DCP/disaster issues in the agenda of the community meetings
16. Exercise the plan

7. Lack of linkage between the sub-county and the district level

17. Definition of roles in all levels
18. Definition of clear communication mechanism DCP
19. Simulation exercises



Resources and Funding Issues

1. No allocation of funds
 1. HoD should allocate funds to DCP
 2. Integrate some activities (as dissemination) with other local activities
 3. Introduce the DCP in the Budget Conference
2. Limited resources to fund expensive DCPs
 4. Incorporate DCP into the districts plan and budgets
 5. Think in terms of available resources, especially local resources
 6. District should lobby for funds, lead by CAO
 7. Develop activities to get funds to address challenges



Training/Updating Issues

2. DCPs are rarely updated
 1. DCPs are rarely updated
 2. Give guidance to review and update the DCP and highlight the period of its validity.
2. DCPs are rarely tested and trained
 3. Exercise the plan
 4. Look for funds to exercise the plan (Budget Conference)



General Issues

1. The DCP is cumbersome to use
 1. Use visual tools to organize and simplify the information.
 2. Avoid duplicate information that can be easily identified in another document



Districts can print the above table out, before starting the process of developing their plans and place it in a visible location to keep in mind. Some of the solutions are repeated more than once, as the table aims to summarize all the identified solutions by the districts.



5. The Contingency plan

Following the methodology documented in the Introduction, this section suggests the outlines and contents of a District Contingency Plan and provides some exercises.

- * The outlines (Table 7) suggest the possible sections, contents and methods for collecting information in each part of the contingency plan. Districts have selected the most suitable names for each section.
- * Section 5.1 contains explanatory notes for each section to give a clear picture of the content; checklists to review relevant content, and exercises and templates to facilitate the process of developing and updating contingency plans.

Table 7: Outlines of a contingency plan

Part	Sections and Sub-Sections	Method of gathering information
A	Cover Page Back cover page	Desk review A
PRELIMINARY		
B	Approval statement	Desk review B
C	Table of Contents	Desk review C
D	Quick Guide	Desk review D
E	Executive Summary	Desk review E
1.	Introduction Review of previous DCPs/Disasters Purpose Scope (Mission Statement)	Exercise 1.1 Desk review 1.2 Desk review 1.3
2.	Hazard and Risk Analysis Summary of HRV Priorities hazards	Exercise 2.1 Exercise 2.2
3.	Scenarios and Planning Assumptions	Exercise 3.1
4.	Objectives of the Contingency Plan	Exercise 4.1
5.	Overall Management and Coordination Arrangements Contingency Structure Operational Roles and Responsibilities	Exercise 5.1 Exercise 5.2
RESPONSE PLANNING		
6.	Activation of the Plan	Standard Text
7.	Sector Response Plans Actions for Each Stakeholder Capacity Analysis	Exercise 7.1 Exercise 7.2
8.	Resources Arrangements for Each Stakeholder	Exercise 8.1
9.	Disaster Response Strategy for Contingency Teams Share Actions and Coordination Mechanisms Resource Requirements Communication Network	Exercise 9.1 Exercise 9.2 Exercise 9.3 Exercise 9.4
10.	Plan Deactivation	Standard Text
PREPAREDNESS		
11.	Sector preparedness plan Resource Requirements	Exercise 11.1 Exercise 11.2
GENERAL ISSUES		
12.	Review of the Plan	Exercise 10.1
13.	Annexes Contact List Glossary and Concepts Checklists Others as necessary	Exercise 13.1 Desk Review 13.2 Desk Review 13.3

5.1 Explanatory Notes, Checklists and Templates for a Smooth Process

A. COVER AND BACK COVER PAGES

It is essential to have a title on the cover page that summarizes clearly the scope of the contingency plan, the period of validation, the current version and the next planned update. The focal person and all participating organizations should also be listed on this page.



DESK REVIEW A: Summarize the scope of the contingency plan

Table 8: Cover page checklist

Title	
Sub-region/District covered	
Score or contingency(ies) covered	
Period covered (month/year TO month/year)	
Date and plan version	

Table 9: Back cover page checklist

Next update due by	
DCP Focal Person (name/email/phone)	
List of participating organizations	



Districts can use these checklists to ensure they include all the relevant information.

B. APPROVAL STATEMENT

An approval instrument is a formal statement of intent and approval. Unless the contingency plan is officially approved through the correct channels, the plan will not gain authority. For an effective district-level contingency plan, it is mandatory to have strong support from senior members of the district, as well as validation at the national level.



DESK REVIEW B: Who has to approve the contingency plan?

**Letter of Promulgation
(Example)**

[District] District Local Government recognizes the importance of District Contingency Plan and Disaster Management and Preparedness which is a mandatory requirement under the Ugandan Constitution and the National Policy for Disaster Preparedness and Management, 2011.

The **[title of the Contingency Plan]** provides for a coordinated response to **[brief explanation]**

In line with the district vision and the mission and in conformity to the National Development Plan (NDP), Vision 2040, this District Contingency Plan (DCP) **[year to year]** has formulated strategies that aim to integrate disaster and climate issues in the District Development Plan **[year to year]**.

This document is for use by **[main users]**

The district Contingency Plan enjoys the support of the **[district]** District, Government of Uganda, and the implementation and maintenance of the Plan is the responsibility of **[institution/sector responsible]**.

<p>_____</p> <p>Minister of Relief, Disaster Preparedness and Refugees</p>	<p>_____</p> <p>Chairperson LCV of [District]</p>
<p>_____</p> <p>Commissioner of Relief, Disaster Preparedness and Refugees</p>	<p>_____</p> <p>Chief Administrative Officer of [District]</p>



The text is only a suggestion.

C. TABLE OF CONTENT

The Table of Content lists and numbers the content presented in the Contingency Plan to facilitate the consultation.



DESK REVIEW C: Make sure the table of contents clearly shows the hierarchy of the DCP.

Table 10: Table of content checklist

List of Abbreviations (if necessary)	
Sections	
Sub-sections	
Tables and Matrix	
Page Numbers	

D. QUICK GUIDE

The purpose of this guide is to provide concise information to the users in order to help them to quickly find needed information (usually telephone numbers) for various emergency services.



DESK REVIEW D: Compile the main contacts to facilitate a quick response

Table 11: Quick guide

Type of Emergency	Contact
[e.g. Involving death or injury]	[e.g. nearest police, fire, and ambulance services*]
[e.g. Involving floods]	
[e.g. Incidents involving occupational health and safety matters]	
* Telephone operator can assist	

E. EXECUTIVE SUMMARY

The main use of the Executive Summary is to inform decision makers of the critical elements of the plan.



DESK REVIEW E: What are the critical elements of the contingency plan?

Table 12: Executive summary checklist

Brief scenario description (locations, number affected, triggers)	
Planned response strategy summary	
Summary of management and coordination arrangements	
Key operational constraints	
Anticipated costs (if available)	
Priority actions	

1. Introduction

As a guide, an introduction can include:

A review of previous contingency plans and/or disasters: In this way, it serves to establish the background or the history of previous contingency planning processes as applicable and improve aspects that failed in previous plans.

The purpose is the goal of the planning process being managed.

The scope (mission statement) is the extent of the area or subject matter that the process will deal with or to which it is relevant. Additionally, the scope might include other information related to hazard(s), the policies and principles that guide the process. Finally, it lays out the framework and general concepts that are detailed in the body of the Plan.



EXERCISE 1.1: *In consultation with stakeholders that participated in the last review of the plan, identify previous contingency plans, and their successes and failures.*

Table 13: Identification of previous plans, successes and failures

Failures	Actions to take in the new DCP
[e.g. hazard anticipated did not occur]	[e.g. review ranking of hazards]
[e.g. no simulation exercise]	[e.g. plan simulation exercise with partners]
Successes	
Updating CP	Keep updating
....



Skip this exercise if it is the first DCP. In this case, districts can use the lessons learned in Section 4. All stakeholders should conduct this exercise together. The principal drafter can summarize the main information in the introduction of the contingency plan



DESK REVIEW 1.2: *What is the main purpose of this contingency plan?*

The main purpose of this contingency plan is to protect the people of [e.g. Soroti] in the event of [e.g. floods] by ensuring a quick, immediate and effective response.



This text is just a suggestion. After drafting, it can be discussed with the stakeholders who participate in the contingency planning process.



DESK REVIEW 1.3: *What is the scope of this contingency plan?*

The scope of this contingency plan can be summarized as follows:

- » Geographical location: [e.g. Soroti district].
- » Hazard/s: [e.g. floods or all hazards].
- » Principle: [e.g. Cooperative preparation process. Annual review].
- » Policy and Legal Framework: [e.g. integrated into the five-year DDP and in line with the National Policy, 2011]



The scope can be drafted in a desk review, and presented to all the participants during the consultation process. The National Policy (2011) provides guiding principles, strategies and mechanisms to plan accordingly.

2. Summary of Likely Hazards between (month/year) to (month/year)

What is going to happen?

This section can summarize the main hazards, risks and vulnerabilities analyzed in the Hazard, Risk and Vulnerability Profiles and prioritize them, using a matrix. By ranking the hazards, obtain the priority hazard/s.

Table 14: Potential impact criteria

Potential Impact Criteria	Score = 0	Score = 1	Score = 2	Score = 3
Size of incident area	None or negligible	Small part of the District	Large part of District	Entire District
Percentage of population whose health will be affected	None or negligible	Low (Less than 25% of total population)	Moderate (26-75% of population)	High (75-100% of total population)
Potential for fatality among those affected	None or Negligible	Low (less than 25%) chance of being deadly	Moderate (26-75%) chance of being deadly	High (75-100%) chance of being deadly
Potential degree of destruction of critical infrastructure	None or insignificant destruction likely to occur	Effects limited to a small part of the infrastructure	Large part of the infrastructure	Infrastructure in entire District likely to be affected



This is a suggestion criteria for the use of this methodology.



EXERCISE 2.1: Summarizing HRV profiles: determining which areas are prone to hazards and analyzing risks for the period_ to_?

Table 15: Areas prone to hazards and risk

N	Hazard	Probable frequency	Vulnerable Areas	Impact/Effects	No. Affected
1	[e.g. environmental degradation]	[e.g. 3]	[e.g. Kisomoro, Kicwamba, Kasenda, Rwimi, Kibiito, Busoro, Katebwa, Karangura, Bukuuku, Buheesi and Kiko]	[e.g. Food insecurity, change in the micro climate.....]	[e.g. 240,000]



Stakeholders should include the risk and vulnerability assessment from the Hazard, Risk and Vulnerability Profiles.

All stakeholders should conduct this exercise together.

Following the DCPM criteria, as an example, use a scale from 0 to 3 to note the probability of frequency.

Stakeholders can decide together the criteria for scoring the potential impact of hazards and include it in the annexes.



EXERCISE 2.2: Prioritizing hazards

Table 16: Mean impact score and hazard priority score (or ranking of hazards)

N	Hazard	1. Probability Frequency	2. Size of affected area	3. Size of population	4. Potential lethality*	5. Potential destruction critical infrastructure	6**. Mean IMPACT SCORE (2+3+4+5/4)	Hazard priority score (1mpact score X prob. frequency)
1	Environmental Degradation	[e.g. 2]	[e.g. 3]	[e.g. 2]	[e.g. 3]		[e.g. 2.7]	[e.g. 5.4]



All stakeholders should discuss together

On a scale from 0 to 3, note the probability. This kind of matrix helps to avoid the problems when stakeholders fail to prioritize hazards. All criteria must use the same scale to prioritize hazards.

**Potential deadly

**The mean impact score is calculated by adding the size of the affected area (2), the size of the population (3), the possibilities for fatalities (4), and the potential for the destruction of infrastructure (5), then dividing this sum by four, as there are four elements (size of affected area, population, lethality and destruction).

To calculate the hazard priority score, we multiply the mean impact score by the frequency.

In a number of the contingency plans that were analyzed, the potential for lethality (4) and the potential for destruction (5) were merged into one element, which is entitled 'total destruction'.

3. Scenarios and Planning Assumptions

Scenarios are tools for exploring the potential implications of a hazard or threat. This section of the Plan contains a summary of the agreed scenarios and planning assumptions. Planning assumptions are key elements of scenarios and they form the basis for developing a contingency plan. A problem tree analysis is one way to obtain the probable causes and potential effects of a hazard.

Usually, this section includes:

Early-warning indicators and triggers: need to be built into the scenarios in order to help to determine emerging scenarios, if any, and to trigger preparedness and response actions.

Geographical location: the physical location of the area under consideration.

Impact: the effect that a hazard or threat might have on any number of things: damage of people, infrastructure, crops, and livelihoods.

Duration of emergency phase: the potential duration of the emergency and its consequences.



EXERCISE 3.1: Possible scenarios. What could happen?

Table 17: Template 1- Matrix for scenario and assumptions by hazards

1. Name of the hazard [e.g. DROUGHT]		
Criteria/Scenario	MOST LIKELY	WORST CASE
Triggers and early warning indicators	[e.g. Prolonged dry spells]	[e.g. Death of livestock and Humans]
Location of very sensitive/affected areas	[e.g. All district]	[e.g. All the district and neighborhood (Amuria, Katakwi)]
Expected impact	[e.g. Food insecurity]	[e.g. Famine, death of livestock and humans]
Probable duration of emergency phase (and consequences)	[e.g. August 2016 to March 2017]	[e.g. 1 year from August 2016 to August 2017]
Other parameters	[e.g. Hail storms, as a second impact]	[e.g. Epidemics, stunted growth for children under 5 years, malnutrition]

Table 18: Template 2: Scenarios and assumptions for a refugee contingency plan

Scenario	Number of refugees	Contingency plans
Scenario 1	[e.g. 5,000]	[Measures]
Scenario 2	[e.g.15,000]	....
Scenario 3	[e.g.50,000]	....
Scenario 4	[e.g.100,000]	....

Table 19: Template 3: Scenario (timelines type)for floods

Timeline	Description
[e.g.-1 week]	[e.g. Excessive rainfall in upper catchment areas...]
[e.g. Day zero]	[e.g. Rivers overflow and water enters inhabited areas [e.g.20% of the total of 2 districts are flooded...]
[e.g. Day 7]	[e.g. Conditions of affected population Effect on affected household...]
....



All stakeholders should build these scenarios together.

Depending on the hazards, stakeholders can identify which approach/template works best for them to build scenarios and planning assumptions. Taking into account the fact that risk assessment has been done in all the districts in the country, building scenarios should be the first step in developing a contingency plan.

Avoid the “scenario trap” in which planners cannot agree on how to define or prioritize scenarios and get stuck at this stage or designed too detailed scenarios.

Keep in mind that one of the pitfalls at this stage of development DCP is designing unrealistic scenarios.

Once scenarios and assumptions are identified, stakeholders come together to which scenario/s they are going to plan for. This information is then stated in the conclusion of this section

4. Objectives of the Contingency Plan

The objectives of the contingency plan are based on the conditions anticipated in the defined scenarios. For this reason, the objectives should be specific and clearly linked to the relevant scenario/s. Responses and preparedness actions are then developed to address these objectives.



EXERCISE 4.1: *What are the objectives of the contingency plan, clearly linked to the chosen scenario?*

Objective 1: to [e.g. to guide in the implementation of disaster response and management]

Objective 2: to [e.g. To put in place preparedness and contingency plans aimed at minimizing deaths, misery of the victims, damage-and-lose of livelihood assets and infrastructure]

Objective 3: to [e.g. To provide relief in terms of food resources, planting material and livestock]



All participants should discuss the objective together.



5. Overall Management and Coordination Arrangements

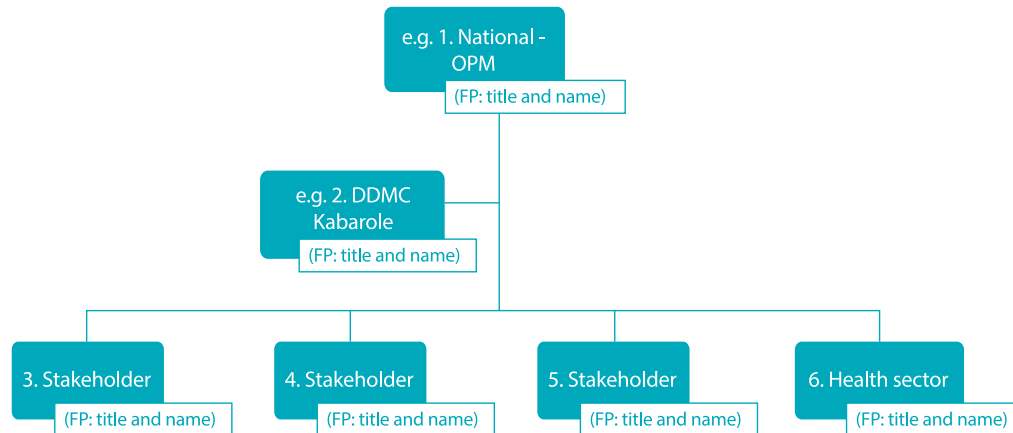
A **Contingency structure** is an organizational structure that details actors involved in the case of an emergency. The contingency structure should clearly show the arrangement of the sectors/units/personnel involved, and it might also include private companies, NGOs and international organizations, as a backup support system.

Contingency Structure



EXERCISE 5.1: What is the best way to express the organizational structure of the contingency plan and the actors involved?

Diagram 1: Contingency structure



All stakeholders should discuss this structure together.

Every stakeholder that has a role to play in case of an emergency should be represented in this structure.

It is especially useful for this exercise, it is to identify a focal person (title and name) for each stakeholder, sector and department.

The diagram should clearly show the structure of the sector/units/personnel involved in this contingency plan (including the media) from the national level up to the sub-county level.

Operational Roles and Responsibilities

Defining the functions and responsibilities of each stakeholder in case of an emergency helps to reinforce coordination mechanisms. Therefore, roles and responsibilities must be identified before an emergency occurs and this information must be shared with all involved parties, including partners such as the Uganda Red Cross.



EXERCISE 5.2: What are the functions and responsibilities of each stakeholder in the contingency plan during [e.g. floods]?

Table 20: Functions and responsibilities of each stakeholder in the contingency plan

Stakeholder/sector	Title	Name	Functions and responsibilities in the contingency plan to reduce the impacts of [e.g. floods]
1. [e.g. DEC]	[e.g. LC V]	[e.g. Richard Rwabuhinga]	[e.g. Inform the OPM • Instruct the CAO to inform national level for any relief needed in writing • Inform the media • Mobilize the community to come together and address the situation • Mobilize partners for resources/finances]
2. [e.g. Administration]	[e.g. CAO]	[e.g. Balaba Danstan]	[e.g. Authorize the release of funds/relief • Coordinates stakeholders • Communicate with all departments • Approve field assessment reports and submits to the DEC for discussion]
....	



Each stakeholder (represented in the previous contingency structure) should participate in this exercise.

The principal drafter can compile all the responses and refine them during the consultation meetings.

6. Notification and Activation of the Plan

Districts activate their DCP when triggers identified as a part of the scenario planning exercise occur and it is clear that significant humanitarian consequences will arise.

DCPs must cover these emergencies, according to the emergency phases¹³ and the Standard Operating Procedures (SOPs).

Early Warning Triggers	Indicators	Activation of the Plan (Emergency Phases)



It is recommended to use a standard procedure across the country, adapting each contingency plan for a specific hazard in a specific location. Address the initial actions that can be taken to detect and assess damage inflicted by a threat. Describe aspects such as:

- Notification options and response procedures for each option
- Assessment procedures and associated responsibilities
- Alternate assessment procedures
- Criteria that must be met for plans to be activated

¹³ The DCPM refers to these phases as immediately before (a hazard strikes), during (a hazard strikes) and immediately after (a hazard strikes).



7. Disaster Response Strategy for Concerned Stakeholders

What the district is going to do in response to the emergency or disaster?

The response plan, which sets out the roles of all actors, the specific actions they are going to undertake, and their requirements for undertaking these actions should be developed for each stakeholder after objectives, strategies, management and coordination arrangements have been defined.

Planners need to describe sequential actions for each sector/stakeholder which must be conducted to reduce the negative impacts of the hazard(s).



EXERCISE 7.1: What are the specific actions of each stakeholder immediately before, during and immediately after the hazard [e.g. hailstorms] to reduce its impact?

Table 21: Actions for each stakeholder

Scenario	Activities	From ...hours/days to hours/days	Sectors/ stakeholder	Partners
Scenario A	Immediately before (Specific activities) - [e.g. Inform the public] - [e.g. Activation of alert]	[e.g. 24 hours, as soon the meteorological reports inform us]	[e.g. DEC Production ...]	[e.g. Red Cross]
	During (Specific activities) - [e.g. Alert people on phone communication and radio]	....	....	....
	Immediately after (Specific activities) -	....	....	....
Scenario B	....	....	....	....



Every stakeholder should identify their specific activities and organize them in sequence.

Include all the covered scenarios in the contingency plan.

In order to break down this section, some districts develop this exercise splitting in teams (capabilities), such as, management response, water, food, shelter and health services

Capacity Assessment

Capacity is the combination of all the strengths, attributes and resources available within a community, society or organization that can be used to achieve agreed goals. Capacity Assessment/analysis is the process by which the capacity of a group is reviewed against the desired goals, and the capacity gaps are identified for further action/activities.



Exercise 7.2: What is the capacity of each stakeholder to reduce the impact of the hazard [e.g. drought]?

Table 22: Capacity Assessment of each stakeholder

STAKEHOLDER: [e.g. Education sector]							
SCENARIOS	ACTIVITIES	Information		Resources			
		Information required	Source of needed information	Resources required	Available in the district	Gap	Sources of needed resources*
Scenario A [e.g. drought]	Immediately before						
	[e.g. Assess hygiene behaviors and practices to be addressed]	[e.g. Num. of houses with latrines, Drying racks...]	[e.g. Community members; Health assistants]	[e.g. trained Human resource Transport and logistics (vehicles & fuel)]	[e.g. District VHT's]	[e.g. Need refresher training No transport for district health inspectors & health assistants]	[e.g. Budget allocation from the line ministry Inter departmental borrowing Voluntary service by VHT's]

Scenario A [e.g. drought]	During						

Scenario A [e.g. drought]	Immediately after						



Each stakeholder should identify their specific information requirements and resource requirements.

Avoid assuming resources are available.

Resources can include, materials/equipment, human resources, or financial resources.

* How to address the gaps

8. Resources Arrangements For Each Stakeholder



EXERCISE 8.1: What are the resources arrangements for each stakeholder?

Table 23: Capacity assessment of each stakeholder

STAKEHOLDER: [e.g. Education sector]				
Name of resources	Quantity	Location	Specifications and quality	How to get the resources
[e.g. Human resources VHTS Health Assistant]	[e.g. 800 VHTS 10 Sub-county]	[e.g. Villages Sub-county]	[e.g. 2 persons per village 1 person per sub-county]	[e.g. Existing]
....



Each stakeholder should include all the resources identified previously and provide now detailed information about quantities, location, specifications and how to obtain these resources.

Examples of Procurement Plans:

- Existing in the district
- Allocated in district annual plan
- Loaned/donated from another stakeholder (specify)
- Purchase now using internal regular budget (specify)
- Pre-arranged contract with another stakeholder (specify)
- Other (specify)

Resources can be materials/equipment, human resources, or financial resources



9. Contingency Teams: Coordination and Resources

Coordination is essential in the face of an emergency. Good coordination means less gaps and overlaps in the assistance delivered by districts, and national and humanitarian organizations (see Annex III, Global Sector/ Cluster Leads).

Share Actions: these require contingency teams¹⁴ and coordination between different stakeholders and partners. Examples of contingency teams are:

1. Emergency assessment
2. Management coordination
3. Evacuation operations
4. Search and rescue operations
5. Health services
6. Water, sanitation and hygiene promotion
7. Food and nutrition
8. Shelter
9. Public information

Coordination Mechanism: Coordination is key to successful disaster response, and is essential in enabling the scaling-up of resources. Coordination takes place at different levels and in various forms. Good coordination is crucial for combining resources effectively and efficiently, in order to assist the disaster-affected more rapidly with a well-organized operation.



EXERCISE 9.1: *What are the shared actions, which require contingency teams and coordination between different stakeholders and partners?*

Table 24: Share actions for contingency teams

Contingency team	Actions of contingency team	Contingency team leader	Contingency team members	Resources required
[e.g. search and rescue]	[e.g. Identify safe places, conduct search and rescue]	[e.g. Office of the President]	[e.g. UPDF, URCS, local community team]	[e.g. first aid kits, human resources (capacity building), equipment...]
....

Resources Requirements: These are the things needed during the process like human resources in form of volunteers. A good plan should identify what resources are already available, what the additional needs might be and where any additional capacity would come from.



EXERCISE 9.2: *What are the resources requirements for each contingency team's specific actions?*

Table 25: Resource requirements for each contingency team's specific actions

CONTINGENCY TEAM:				
Name of resources	Quantity	Location	Specifications and quality	How to get the resources
[e.g. temporary tents]	[e.g. 1]	[e.g. stored at districts headquarter]	[e.g. capacity for 30 persons]	[e.g. allocated in annual plan]
....	....	....	....	[e.g. donation from local business, pre arranged contract for basic goods]
....



Each contingency team should identify the resources, quantities, location, specifications and procurement plan for all resources. Use the identified resources in Exercise 8.1.

Examples of Procurement Plans:

- Existing in the district
- Allocated in district annual plan
- Loaned/donated from another stakeholder (specify)
- Purchase now using internal regular budget (specify)
- Pre-arranged contract with another stakeholder (specify)
- Other (specify)

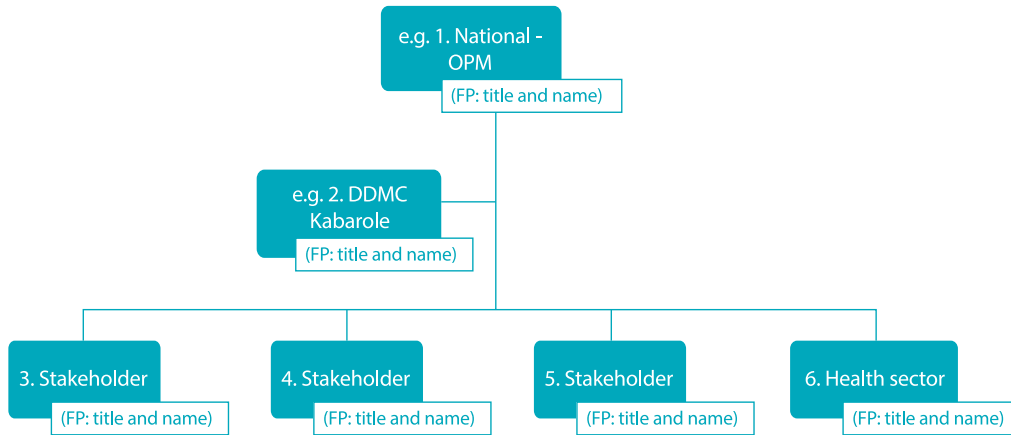
Resources can be materials/equipment, human resources, or financial resources.


¹⁴ Including cluster response plans

Communication Network: Continuous and effective communication between the various stakeholders is vital to the success of any emergency operation. The contingency plan should also specify who would manage, maintain and control access to the communication equipment.

 **EXERCISE 9.3:** How will the contingency plan stakeholders communicate in case of a hazard [e.g. landslide]?

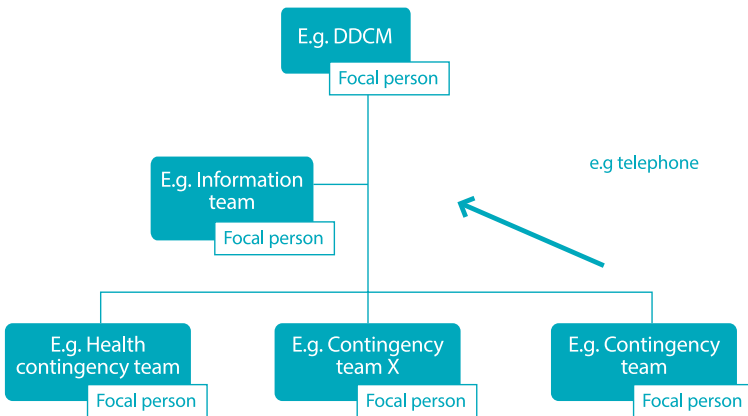
Diagram 2: Communication network among stakeholders




-  All stakeholders should conduct this exercise together.
- Stakeholders can use the contingency structure of section 5 "Overall Management and Coordination Arrangements", Exercise 5.1.
- Incorporate the communication direction (uni/bi-directional) and method (e.g. in person, telephone, email...)

 **EXERCISE 9.4:** How will the contingency teams communicate with each other?

Diagram 3: Communication network between contingency teams



-  All stakeholders should conduct this exercise together.
- The contingency teams' communication diagram can be integrated in the previous diagram, if possible.
- Incorporate the communication direction (uni/bi-directional) and method (e.g. in person, telephone, email...)

10. Plan Deactivation

It is recommended as a part of standard procedure to deactivate the plan after the hazard has been mitigated and return to normalcy. Materials, equipment, and backup media should be properly packaged, labeled, and shipped to the appropriate location(s). Team members should be instructed to return to their original stations.

11. Preparedness Plan for a Quick Response

What can we do ahead of time to get prepared?

Preparedness actions in a contingency plan are those activities which are developed before an emergency to strengthen and speed up the response. These activities are often based on the result of a “gap analysis or assessment” or “preparedness gap analysis”. Focusing on preparedness actions is usually very beneficial. For example, some preparedness actions for floods can be include setting evacuations plans and obtaining emergency supply kits and storing them in identified locations.

The main activities of a preparedness plan should be reviewed, prioritized and responsibilities defined and timelines should be allocated.



Exercise 11.1: What are the main actions to prepare the district for the impact of [e.g. floods] for the period.....?

Table 26: Main activities of a preparedness plan

Actions	Sector/ Stakeholders	Partners	Period (month/year to month/year)
Monitoring and evaluation of [e.g. drought] Development [e.g. Full time Internet connectivity to communicate to global centers; Airtime to call other regional and international centers; Attaching climate scientist to regional centers...]
Development of Tailored early warning products [e.g. Monitoring the performance of UNMA products, fine tuning, improvement and production of tailored El Nino early warning products to various places especially those which are highly vulnerable]
Communication strategy [e.g. Massive sensitization and awareness throughout the country using different media such as newspapers, television, talk shows, meetings, translations of technical forecasts to different local languages, etc.]		
....



Most districts consider important to include in the preparedness plan for response, activities like training and exercises and sensitization of the population.

Resources for Preparedness Activities Conducted by Stakeholders



Exercise 11.2: What are the main resources needed to prepare the district for the impact of [e.g. floods] for the period.....?

Table 27: Procurement sector preparedness plans

STAKEHOLDER: [e.g. Production]						
S/N	Description of Activity	Quantity	Unit	Unit Cost	Total Cost (UGX)	How to get the resources
1	[e.g. Sensitization of the local community about the dangers of the hailstorms in the daily field activities]	[e.g. 58]	[e.g. meeting]	[e.g 1 million]	[e.g. 58 million]	[e.g Budget Conference Presentation]
2	[e.g. Stocking of clinics]	....	....	....	....	....
	TOTAL	....	....	....	....	....



Each stakeholder can identify the resources needed for each preparedness activity

12. Review of the Plan

The contingency planning process does not end with the production of a contingency plan; the plans must be reviewed and updated on a regular basis. The contingency plan should include mechanisms (steps and schedule) to review and update it.

Reviewing and Updating the Plan

Exercising the plan – tested: Drills and simulation exercises should be included to maintain the freshness of the plan, to obtain a better understanding of the role of each actor and for a better coordination between stakeholders and partners (see Annex I, Simulation Exercise Example)

Review: A formal assessment of the contingency plan should be conducted with the intention of instituting change if necessary.

Update: This should be done to make the plan more modern and align it with the social, economic and institutional changes. The National Policy (2011) requires annual updates.



Exercise 12.1: Creating a timetable for reviewing, updating and testing the contingency plan

Table 28: Reviewing, updating and testing timetable

ACTION	Steps	Deadline
Next review and update	1. [e.g. FP DDMC calls for a meeting]	[e.g. August 2017]
	2. ....	....
	
Simulation Exercise and Test	1. ....	....
	2. ....	....

13. Annexes of the Contingency Plan

Annexes include extra tools and information to assist planners.

A. Contact List

A contact list of all concerned stakeholders, indicating name, title, telephone numbers, alternative numbers, and also email addresses.



Exercise 13.1: What are the contact details of all the contingency plan stakeholders and partners, including the contingency teams?

Table 29: Contact details of all contingency plan stakeholders and partners

DCP Stakeholder	Focal Person	Alternative Contact
[e.g. District]	Name	Name
	Title	Title
	Office phone	Office phone
	Mobile phone	Mobile phone
	Email	Email
[e.g. Health Sector]	Name	
	Title	
	Office phone	
	Mobile phone	
	Email	
.....		



Each sector should compile this information and share it with the facilitator.

B. Glossary and Concepts

In order to develop manageable contingency plans, it is recommended to include the main concepts in another document, like this methodology and related policies. If needed, key concepts can be included at the end of the district contingency plan.

C. Checklists Templates

These are useful for organizing the tasks specified in developing a contingency plan in a simple way.

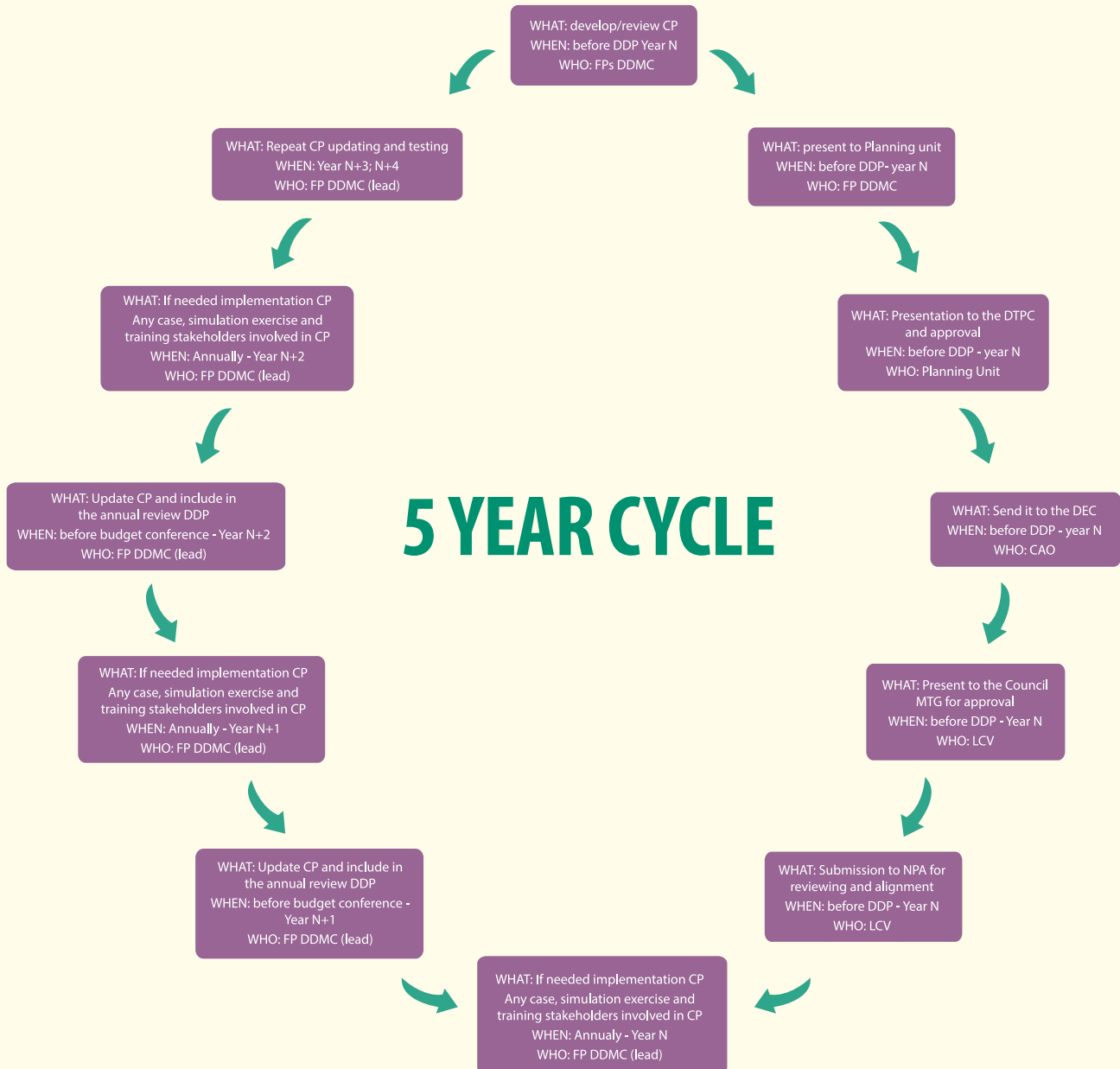
D. Others As Necessary

For example, the criteria to scope hazards, risks and vulnerabilities...

ANNEXES

ANNEX I - Integration of the DCP into the DDP

Diagram 4: Integration of the DCP into the DDP



ANNEX II - Simulation Exercise Examples

The purpose of a simulation exercise is to test the effectiveness and efficacy of the Contingency Plan (for the identified priority disaster in the specified location). The simulation exercise is designed as a practical activity that places participants in a simulated situation, requiring them to function in the capacity expected of them in a real event.

Therefore, the participants of such exercises should be the same stakeholders that developed the contingency plan. The exercises may also include partners and contingency teams, which are also identified in the contingency plan.

EXAMPLE SIMULATION EXERCISES:

Example Scenario 1: Droughts in Arua

- » Date:
- » Period:
- » Duration:
- » Time:
- » Highest temperature (C):
- » Lowest temperature (C):
- » Areas with Highest temperatures:

The situation in Arua:

- » Focal person of health sector is on mission abroad.
- » More than 50 people have not eaten a proper meal for more than 10 days and require hospitalization.
- » Many homes already have a family member, mostly children, experiencing severe malnutrition due to the effects of drought.
- » Most of the vegetation, especially food crops, are damaged and dried up.
- » The dried foods, that many families were able to store up for periods of time, are running very low and most families (80%) are down to their last meals.
- » Water sources like rivers, streams, and ponds are dried up and the people are left with the few existing wells in the area as a water sources

Immediate requests:

- » National level needs more information to give assistance to this area.
- » The media is requesting for more information to report and to keep updating the public.
- » International organizations need updates to send aid to the people in the area.
- » The private sector and volunteer organizations want to provide support and assistance mostly in the form of manpower.
- » Assistance to the community has to be monitored to ensure, food is provided in small amounts and then increased gradually, since too much too fast can be deadly, especially for children

Example Scenario 2: Floods in Adjumani

The media has released a report through the meteorological center that there will be heavy rains in the Adjumani area from 26-29 January 2017.

- Period:
- Average rainfall (mm):
- Periods of the rainfall:
- People with injuries:
- Properties destroyed

The situation in Adjumani:

- » The water level is rising in many areas in Adjumani. Heavy rainfall will continue for 24 hours, with a high possibility of floods.
- » The Focal Person for DDMC and health sector are on a mission abroad.
- » The heavy rains continue for 48 hours which does lead to floods.
- » The residential areas next to the existing water bodies, especially lakes, are flooded. More than five houses are damaged and more

than 10 families require evacuation.

- » Some of the victim's families are asking for search and rescue as people are already being reported missing.
- » A huge tree has fallen right in the middle of the road delaying the arrival of immediate aid to the communities.
- » Power black-out in the town headquarters offices and the water sources are cut off.
- » The communication system is disrupted (telephone, radio).
- » Many buildings in the town centers have been damaged.

Immediate requests:

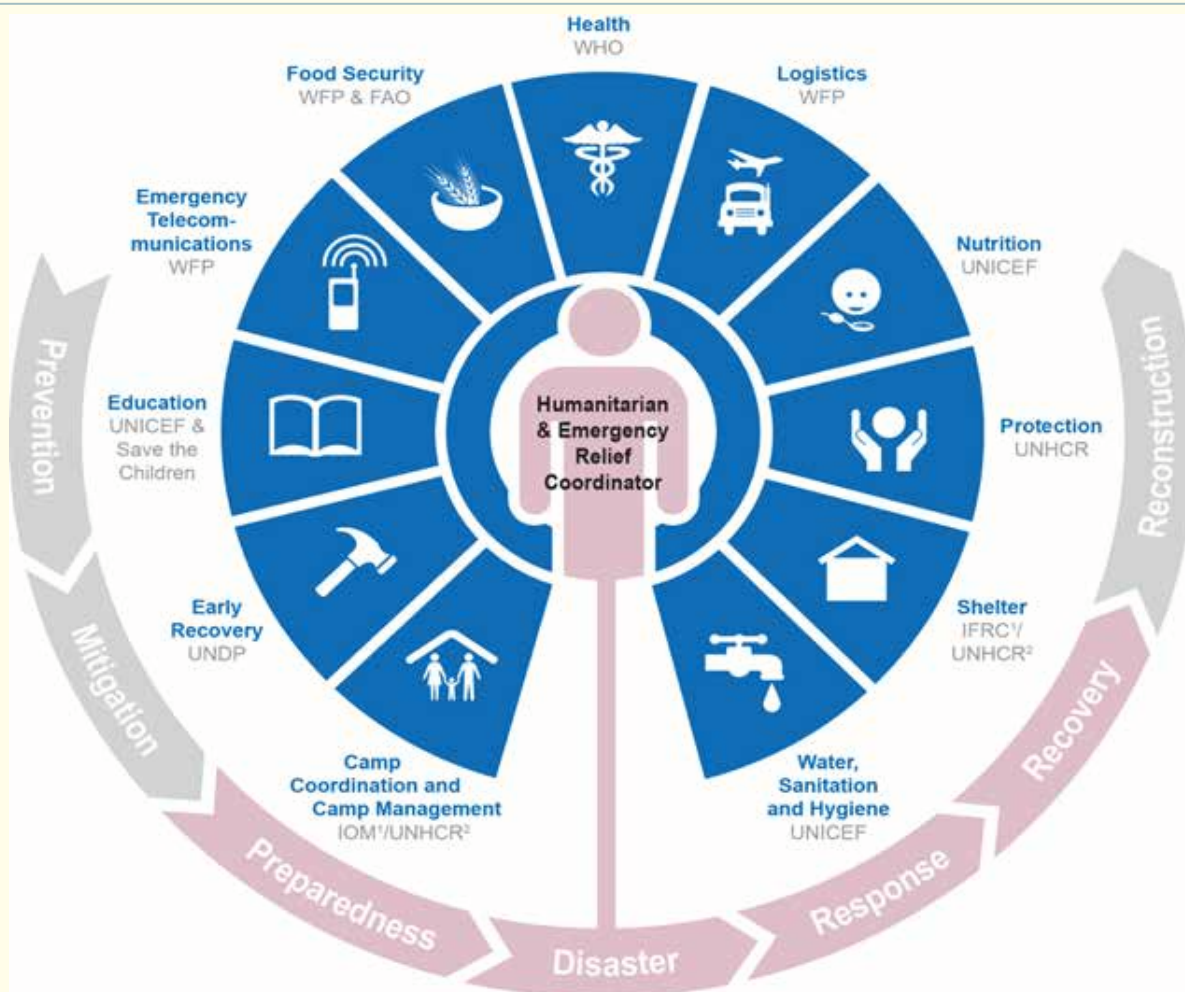
- » The DDMC needs information to provide immediate assistance and support the people in the area.
- » Meteorological department is asking for a report on the situation in the area.
- » More and more people are being rendered homeless and are in need of shelter.
- » The media wants information to report to the public immediately.
- » Ministries are asking for a report on the situation from their relevant sectors.

ANNEX III - Global Sector/Cluster Leads

The foundation of the current international humanitarian coordination system was laid by General Assembly resolution 46/182 in December 1991. Almost 15 years later, in 2005, a major reform of humanitarian coordination, known as the Humanitarian Reform Agenda, introduced a number of new elements to enhance predictability, accountability and partnership. The Cluster Approach was one of these new elements.

Clusters are groups of humanitarian organizations, both UN and non-UN, in each of the main sectors of humanitarian action, e.g. water, health and logistics. They are designated by the Inter-Agency Standing Committee (IASC) and have clear responsibilities for coordination.

Diagram 5: Global Sector/Cluster Leads*



For updated information, please check the Humanitarian Response website: <https://www.humanitarianresponse.info/clusters>

ANNEX IV - Selected Glossary¹⁵

1. **Capacity:** A combination of all the strengths and resources available within a community, society or organization that can reduce the level of risk, or the effects of a disaster. Capacity may include physical, institutional, social or economic means as well as skilled personnel or collective attributes such as leadership and management. Capacity may also be described as capability. (*Source: ISDR*)
2. **Climate Change:** Any change in climate over time, whether due to natural variability or as a result of human activity (adopted by National Policy, 2011)
3. **Cluster:** A “cluster” is essentially a “sectoral group” and there should be no differentiation between the two in terms of their objectives and activities; the aim of filling gaps and ensuring adequate preparedness and response should be the same. (*IASC Guidance Note on Using the Cluster Approach Nov 2006*)
4. **Early Warning System (EWS):** A program that is established to monitor and warn of the threat disasters ahead of time, in order to trigger timely, appropriate, preventive measures. Such a program involves monitoring at the household, community, district and national levels. (National Policy, 2011).
5. **Emergency phase:** The period during which extraordinary measures have to be taken. Special emergency procedures and authorities may be applied to support human needs, sustain livelihoods, and protect property to avoid the onset of a disaster. This phase can encompass pre-disaster, disaster alert, disaster relief and recovery periods. An emergency phase may be quite extensive, as in a slow onset disaster such as a famine. It can also be relatively short-lived, as after an earthquake (National Policy, 2011)
6. **Hazard:** A rare or extreme event in the natural or man-made environment that adversely affects human life, property or activity to the extent of causing disaster. A hazard is a natural or man-made phenomenon which may cause physical damage, economic losses, or threaten human life and well-being if it occurs in an area of human settlement, agricultural, or industrial activity. Note, however, that in engineering, the term is used in a more specific, mathematical sense to mean the probability of the occurrence, within a specified period of time and a given area, of a particular, potential damaging phenomenon of a given severity or intensity. (National Policy, 2011). Each hazard is characterized by its location, intensity, frequency and probability.
7. **Human-made disasters:** Disasters or emergency situations where the principal, direct causes are identifiable human actions, deliberate or otherwise. Apart from “technological” and “ecological” disasters, this mainly involves situations in which civilian populations suffer casualties, losses of property, basic services and means of livelihood as a result of war or civil strife, for example. Human-made disasters or emergencies can be of the rapid or slow onset types, and in the case of internal conflict, can lead to “complex emergencies” as well. Human-made disaster acknowledges that all disasters are caused by humans because they have chosen, for whatever reason, to be where natural phenomena occurs that result in adverse impacts on people. (National Policy, 2011).
8. **Mitigation:** Measures which lessen the impact of a disaster phenomenon by improving a society’s ability to absorb the impact with minimum damage or disruptive effect. It is a collective term used to encompass all activities undertaken in anticipation of the occurrence of a potentially disastrous event, including preparedness and long-term risk reduction measures. It is the process of planning and implementing measures to reduce the risks associated with known natural and man-made hazards and to deal with disasters, which do occur. It also includes strategies and specific measures designed on the basis of risk assessments and political decisions concerning the levels of risk which are considered to be acceptable and the resources to be allocated (by the National and sub-national authorities and external donors). The measures include both preparedness and protection of physical infrastructure and economic assets. In practice mitigation involves actions such as:
 - promoting sound land use planning based on known hazards;
 - relocating or elevating structures out of flood plains;
 - developing, adopting, and enforcing effective building codes and standards;
 - engineering roads and bridges to withstand earthquakes;

(National Policy, 2011).

¹⁵ As requested by the districts, this methodology includes a selected glossary of key terms, excluding those ones that have been already explained.

9. **Natural disaster:** Disaster originating from a natural mishap. (National Policy, 2011).
10. **Natural phenomena:** Extreme climatological, hydrological or geological processes that do not pose any threat to persons or property. (National Policy, 2011).
11. **Preparedness activities:** A set of activities which enhance the abilities of individuals, communities, and businesses to respond to disasters. Disaster exercises, disaster-preparedness training, and public education are examples of preparedness activities. (National Policy, 2011).
12. **Prevention:** Those measures which are aimed at stopping a disaster from occurring or preventing such occurrence from having harmful effects on communities or groups of individuals. (National Policy, 2011).
13. **Reconstruction:** The actions taken to re-establish a community after a period of rehabilitation subsequent to a disaster. Actions would include reconstruction/rehabilitation of houses and, restoration of all services to enable the affected community resume its pre-disaster state. (National Policy, 2011).
14. **Recovery:** *The process by which the nation, communities or groups of individuals are assisted to return to their proper level of functioning and livelihood following a disaster.* (National Policy, 2011).
15. **Rehabilitation:** The operations and decision taken after a disaster with a view to restoring a stricken community to its former living conditions, while encouraging and facilitating the necessary adjustments to the changes caused by the disaster. (National Policy, 2011).
16. **Relief phase:** The period immediately following the occurrence of a sudden disaster or the late discovery of a neglected or deteriorated slow onset situation when exceptional measures have to be taken to search for and find the survivors as well as meet their basic needs for shelter, water, food and medical care. (National Policy, 2011).
17. **Response:** Activities to address the immediate and short-term effects of an emergency or disaster. Response includes immediate actions to save lives, protect property, and meet basic human needs. Based on the requirements of the situation, response assistance will be provided to an affected area under the National Response Plan using a partial activation of selected primary agencies or the full activation of all the primary agencies to meet the needs of the situation. Response activities, during the immediate aftermath of a disaster, deal with emergency needs and restore community services. For example, mass care, spontaneous and professional search and rescue, damage assessment, and provision of communications are ways that people and organizations respond. (National Policy, 2011).
18. **Risk Assessment/Analysis:** A methodology to determine the nature and extent of risk by analyzing potential hazards and evaluating existing conditions of vulnerability that could pose a potential threat or harm to people, property, livelihoods and the environment on which they depend. The process of conducting a risk assessment is based on a review of both the technical features of hazards such as their location, intensity, frequency and probability; and also the analysis of the physical, social, economic and environmental dimensions of vulnerability and exposure, while taking particular account of the coping capabilities pertinent to the risk scenarios.
(Source: ISDR)
19. **Risk:** It is the probability that a hazard will occur and means expected losses due to the particular hazard. It is the product of a hazard and vulnerability. (National Policy, 2011).
20. **Slow-on-set disasters:** Sometimes disasters or situations in which the ability of people to acquire food and other necessities of life slowly escalate to a point where survival is ultimately jeopardized. Such situations are typically brought on or precipitated by drought, crop failure, pest diseases, or other forms of “ecological disaster”, or neglect. If detected early enough, remedial action can be taken to prevent excessive human distress or suffering from occurring. However, if neglected, the result can be widespread destitution and suffering, and a need for emergency humanitarianism assistance as in the aftermath of sudden disasters. (National Policy, 2011).

21. **Sudden-on-set disasters:** Sudden calamities caused by natural phenomena such as earthquakes, floods, tropical storms, or volcanic eruptions. They strike with little or no warning and have an immediate adverse impact on human populations, activities and economic systems. (National Policy, 2011).
22. **Technological disaster:** A disaster originating from a technical mishap. Invariably, this is a situation in which a large number of people, property, infrastructure, or economic activity is directly and adversely affected by a major industrial accident, severe pollution incident, nuclear accident, air crashes (in populated areas), major fire, or explosion. (National Policy, 2011).
23. **Vulnerability Analysis:** The process of estimating the vulnerability to potential disaster hazards. For more general socio-economic purposes, this involves consideration of all significant elements in society, including physical, social and economic considerations (both short and long-term) and the extent to which essential services (and traditional and local coping mechanisms) are able to continue functioning. (National Policy, 2011).
24. **Vulnerability:** The extent to which a community, structure, service, or geographic area is likely to be damaged or disrupted by the impact of a particular disaster or hazard, on account of their nature, construction and proximity to hazardous terrain or a disaster-prone area. For more general socio-economic purposes and macro-level analyses, vulnerability is a less-strictly-defined concept. It incorporates considerations of both the intrinsic value of the elements concerned and their functional value in contributing to communal well-being in general and to emergency response and post-disaster recovery in particular. In many cases, it is necessary (and sufficient) to settle for a qualitative classification in terms of "high", "medium" and "low"; or explicit statements concerning the disruption likely to be suffered. (National Policy, 2011).
25. **Vulnerable groups:** Categories of persons likely to be affected when a disaster strikes or persons with special needs, invariably defined to include: unaccompanied minors, the elderly, the mentally and physically disabled, victims of physical abuse or violence and pregnant, lactating or single women whose precarious status needs special attention. (National Policy, 2011).

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