



**Federal Republic of Somalia**  
Somali Disaster Management  
Agency (SoDMA)

# **NATIONAL DISASTER MANAGEMENT POLICY**

## **2026 - 2030**

## FOREWORD MESSAGE

The Federal Government of Somalia is committed to protecting lives, livelihoods, and dignity in the face of recurrent and complex disasters. On behalf of the Government, I pleased to present the Revised National Disaster Risk Management Policy (NDMP) 2026–2030, which provides strengthened national framework for coordinated, timely, and life-saving action.

Somalia continues to experience overlapping crises driven by drought, flooding, climate variability, conflict, displacement, and disease outbreaks. Recent emergencies have clearly shown that responding after impacts occur is not enough. Early warning must lead to early action, and humanitarian response must be better linked to preparedness, resilience, and recovery. This revised policy reflects those lessons and sets out a clear shift from reactive response to anticipatory, risk-informed, and people-centered disaster risk management.

This revised policy represents a significant milestone in Somalia's disaster risk management journey. It builds upon the foundations of previous policy frameworks while incorporating lessons learned from recent emergencies, national consultations, and international best practices. Importantly, it aligns with Somalia's federal governance system and reinforces shared responsibility of the Federal Government, Federal Member States, local authorities, communities, and development and humanitarian partners.

The NDMP 2026–2030 reinforces national leadership while recognizing that effective risk management requires strong partnerships. It adopts a whole-of-government of-society approach, bringing together federal and state institutions, humanitarian and development partners, civil society, the private sector, and affected communities themselves. The policy strengthens coordination across these actors to ensure faster, more predictable, and more accountable responses.

Furthermore, this policy strengthens the integration of disaster risk management with climate change adaptation, environmental management, and national development priorities, including the NTP and Somalia's Vision 2060. By doing so, it ensures that DRM is not treated as a standalone agenda, but as a core pillar of sustainable development, peacebuilding, and state resilience.

Implementation of this policy will require sustained commitment, adequate resources, and continued collaboration. I therefore call upon all humanitarian and development partners, donors, and national stakeholders to align their support with this framework and to work with SoDMA in strengthening national systems and local capacities.

SoDMA remains fully committed to leading and coordinating disaster risk management efforts in Somalia, in close partnership with all stakeholders. Together, we can reduce humanitarian suffering, protect development gains, and build a more resilient future for the Somali people.

H.E. Mohamud Moalim  
Commissioner Somali Disaster Management Agency (SoDMA)  
Federal Government of Somalia



## ACKNOWLEDGMENTS

The Somali Disaster Management Agency (SoDMA) extends its sincere appreciation to all institutions and individuals who contributed to the development and review of the Revised National Disaster Risk Management Policy (NDMP) 2025–2030.

SoDMA gratefully acknowledges the technical leadership and dedication of the consulting team whose expertise and commitment guided the policy revision process from inception to completion. Their analytical work, facilitation of consultations, and responsiveness to stakeholder inputs were instrumental in shaping a robust and forward-looking policy framework.

We also extend our appreciation to the World Food Programme (WFP) for its technical contributions, operational insights, and continued partnership in strengthening disaster preparedness, anticipatory action, and humanitarian coordination in Somalia.

Our sincere thanks go to development and humanitarian donors whose financial and technical support made this policy revision possible and who remain committed to advancing disaster risk reduction, resilience, and lifesaving interventions across the country.

SoDMA acknowledges the invaluable contributions of Federal Government institutions and Federal Member State authorities, whose active participation in consultations, technical reviews, and validation processes ensured that this policy reflects Somalia’s federal context, national priorities, and local realities.

We further express our deep appreciation to the World Bank team for their thorough review of the draft policy and for providing constructive and insightful comments. Their contributions significantly enhanced the quality, coherence, and practical relevance of the final revised policy.

Finally, SoDMA thanks all stakeholders including government partners, humanitarian and development actors, civil society organizations, and technical experts who participated in the consultation and review processes. Their collective engagement has strengthened national ownership of this policy and laid a solid foundation for its effective implementation.

## EXECUTIVE SUMMARY

The Federal Government of Somalia presents this Revised National Disaster Risk Management Policy (2026-2030) as a comprehensive framework to address the complex and evolving disaster risk landscape facing the nation. This policy represents a significant evolution from the previous National Disaster Risk Management Policy of December 2027, incorporating lessons learned from recent disaster experiences, emerging global best practices, the changing context of Somalia's development trajectory, and feedback from consulted stakeholders.

Somalia's disaster profile continues to be dominated by droughts and floods, exacerbated by three decades of conflict and political instability. The country ranks second globally in exposure to natural hazards and fourteenth in overall disaster risk, with an extremely low capacity to cope with disasters. Somalia faces recurrent, frequent, and complex climate-induced disasters and human-induced disasters, which exacerbate vulnerabilities and hinder sustainable development. Some efforts have been made towards disaster risk management, including the existing National Disaster Risk Management (DRM) Policy Framework, developed in 2017, that provides a foundation for disaster preparedness, response, and recovery in Somalia. However, this challenging disaster context in Somalia necessitates a comprehensive, adaptive, and inclusive approach to disaster risk management that addresses not only the immediate impacts of hazards but also the underlying community vulnerabilities and national developmental challenges due to disaster losses.

This revised policy introduces several key innovations and strategic shifts from the previous framework. First, it adopts a more robust, inclusive, forward-looking, and explicit action-oriented approach ensuring relevance, effectiveness, and alignment with international best practices. The policy recognizes that disaster risk management in Somalia is cross-cutting and cannot be divorced from the ongoing challenges of state fragility and conflict dynamics. The policy integrates "Do No Harm" principles throughout all strategic pillars, ensuring that disaster risk management interventions contribute to holistic development and peacebuilding.

Secondly, the revised policy strengthens the integration of disaster risk management with climate change adaptation and national development planning incorporating proactive anticipatory actions. The policy explicitly aligns with Somalia's National Transformative Plan 2025-2029 and its successor frameworks, ensuring that disaster risk considerations are mainstreamed across all sectors and development interventions.

This policy is structured around eight strategic pillars that provide a comprehensive approach to disaster risk management: Disaster Risk Identification and Knowledge Management; Prevention, Mitigation, and Resilient Development; Preparedness and Early Warning Systems; Response, Relief, and Recovery; Institutional Capacity and Coordination; Governance, Legal and Regulatory Framework; Finance for DRM and Risk Transfer Mechanisms; and Community Engagement, Communication, and Local Action.

The policy's vision is "A risk-resilient Somalia where communities, institutions, and ecosystems are protected from disasters, and where sustainable development thrives in harmony with natural and human-made hazards."

This vision is supported by a mission to "strengthen inclusive, coordinated, and anticipatory disaster risk management across all levels of government and society, building resilience through risk-informed development, effective governance, and community empowerment."

Key policy shifts include a stronger emphasis on anticipatory governance, moving from reactive disaster response to proactive risk management. The policy introduces innovative financing mechanisms, including the establishment of a National Disaster Risk Financing Strategy, recommends fast-tracking the establishment of a contingency National

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disaster risk management fund, and the development of risk transfer instruments appropriate for Somalia's context. It incorporates gender mainstreaming and inclusion of IDPs thus providing a clear roadmap for durable solutions. It also strengthens the role of Federal Member States and local authorities in disaster risk management, reflecting Somalia's federal structure and the principle of federalism.

The policy aligns with major international frameworks, including the Sendai Framework for Disaster Risk Reduction 2015-2030, the African Union Disaster Risk Management Strategy, the IGAD's Disaster Risk Management (DRM) strategy, the 2030 Agenda for Sustainable Development, and the Paris Agreement on Climate Change amongst other relevant frameworks, strategies, and regulations. This alignment ensures that Somalia's disaster risk management efforts contribute to global targets while addressing the specific needs and priorities of Somali communities.

Implementation of this policy will be guided by a detailed implementation toolkit and a comprehensive results framework with clear indicators, targets, and timelines. The policy establishes a robust monitoring, evaluation, and learning system that enables adaptive management and continuous improvement based on evidence and experience. The embedded phased implementation approach recognizes the need to build capacity gradually while addressing the most urgent priorities in the short term.

The policy recognizes that effective disaster risk management requires sustained political commitment, adequate financial resources, and strong partnerships across all sectors nationally and internationally. It calls for a fundamental shift in how Somalia approaches disaster risk, moving from a culture of crisis response to a pro-active one of risk-informed development and resilience building. Through this comprehensive approach, Somalia aims to break the cycle of disaster-induced setbacks to development and build a more resilient and prosperous future for all its population.

2. AU AFRICAN UNION
3. BRA BANADIR REGIONAL ADMINISTRATION
4. CARE COOPERATIVE FOR ASSISTANCE AND RELIEF EVERYWHERE
5. COVID 19 CORONAVIRUS DISEASE OF 2019
6. DRM DISASTER RISK MANAGEMENT
7. DRR DISASTER RISK REDUCTION
8. EAC EAST AFRICAN COMMUNITY
9. ESSP EDUCATION SECTOR STRATEGIC PLAN
10. EW4ALL EARLY WARNING FOR ALL
11. EWS EARLY WARNING SYSTEM
12. FAO FOOD AND AGRICULTURE ORGANIZATION
13. FGS FEDERAL GOVERNMENT SOMALIA
14. FMS FEDERAL MEMBER STATES
15. FSNAU FOOD SECURITY AND NUTRITION ANALYSIS UNIT
16. GCF GREEN CLIMATE FUND
17. HCT HUMANITARIAN COUNTRY TEAM
18. ICPAC IGAD CLIMATE PREDICTION AND APPLICATIONS CENTRE
19. ICRC INTERNATIONAL COMMITTEE OF THE RED CROSS
20. IDDRSI DROUGHT DISASTER RESILIENCE AND SUSTAINABILITY INITIATIVE
21. IDPs INTERNAL DISPLACED PERSON
22. IFRC INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES
23. IGAD INTERGOVERNMENTAL AUTHORITY ON DEVELOPMENTAL
24. IMF INTERNATIONAL MONETARY FUND
25. KPI KEY PERFORMANCE INDICATORS
26. LNOB LEAVING NO ONE BEHIND
27. M&E MONITORING AND EVALUATION
28. MOAI MINISTRY OF AGRICULTURE AND IRRIGATION
29. MOECC MINISTRY OF ENVIRONMENT AND CLIMATE CHANGE
30. MOEWR MINISTRY OF ENERGY AND WATER RESOURCE
31. MOF MINISTRY OF FINANCE
32. MOH MINISTRY OF HEALTH AND HUMAN SERVICES
33. MOIFAR MINISTRY OF INTERIOR, FEDERAL AFFAIRS AND RECONCILIATION
34. MOLSA MINISTRY OF LABOR AND SOCIAL AFFAIRS
35. MOPIED MINISTRY OF PLANNING, INVESTMENT AND ECONOMICAL DEVELOPMENT
36. MOU MEMORANDUM OF UNDERSTANDING
37. NDC NATIONALLY DETERMINED CONTRIBUTION
38. NDMC NATIONAL DISASTER MANAGEMENT COUNCIL
39. NDMCC NATIONAL DISASTER MANAGEMENT COORDINATION COMMITTEE
40. NDMP NATIONAL DISASTER MANAGEMENT POLICY
41. NDP-9 NATIONAL DEVELOPMENT PLAN 2020 – 2024
42. NEOC NATIONAL EMERGENCY OPERATION CENTRE
43. NGOs NON-GOVERNMENT ORGANISATIONS
44. NRC NORWEGIAN REFUGEE COUNCIL
45. NTP NATIONAL TRANSFORMATION PLAN
46. OCHA OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS
47. PDNA POST DISASTER NEEDS ASSESSMENT

- 48. PFM PUBLIC FINANCIAL MANAGEMENT
- 49. PPP PUBLIC-PRIVATE PARTNERSHIP
- 50. SCRPP SOMALI CRISIS AND RECOVERY PROJECT
- 51. SMART SPECIFIC, MEASURABLE, ACHIEVEABLE, RELEVANT AND TIME BOUND
- 52. SMS SHORT MESSAGE SERVICES
- 53. SoDMA SOMALIA DISASTER MANAGEMENT AGENCY
- 54. SOP STANDARD OPERATING PROCEDURES
- 55. SRSP SHOCK RESPONSE SOCIAL PROTECTION
- 56. TWG TECHNICAL WORKING GROUP
- 57. UK FCDO UNITED KINGDOM FOREIGN, COMMONWEALTH AND DEVELOPMENT  
OFFICE
- 58. UN UNITED NATIONS
- 59. UNDP UNITED NATIONAL DEVELOPMENT PROGRAMME
- 60. UNDRR UN OFFICE FOR DISASTER RISK REDUCTION
- 61. UNESCO UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION
- 62. UNHCR UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES
- 63. UNICEF UNITED NATIONS INTERNATIONAL CHILDREN'S EMERGENCY FUND
- 64. USR UNIFIED SOCIAL REGISTRY
- 65. USSD UNSTRUCTURED SUPPLEMENTARY SERVICE DATA
- 66. WASH WATER SANITATION AND HYGIENE
- 67. WFP WORLD FOOD PROGRAMME
- 68. WHO WORLD HEALTH ORGANISATION

## GLOSSARY OF TERMS

**Anticipatory Action (AA):** Pre-agreed actions taken before a disaster occurs, based on forecasts or early warning triggers, to reduce anticipated impacts on people, livelihoods, and infrastructure.

**Build Back Better (BBB):** The use of recovery, rehabilitation, and reconstruction processes to improve resilience by reducing vulnerability to future disasters compared to pre-disaster conditions.

**Capacity:** The combination of strengths, attributes, and resources available within a community, society, or organization that can be used to manage and reduce disaster risks.

**Climate Change:** Long-term changes in temperature, precipitation, and weather patterns, largely driven by human activities, that increase the frequency and intensity of climate-related hazards.

**Climate-Induced Disaster:** A disaster resulting from climate-related hazards such as droughts, floods, cyclones, heatwaves, or sea-level rise, where climate change exacerbates the frequency, intensity, or impacts of the event.

**Community-Based Disaster Risk Management (CBDRM):** An approach that empowers communities to identify, analyze, reduce, and manage disaster risks using local knowledge and resources.

**Disaster:** A serious disruption of the functioning of a community or society causing widespread human, material, economic, or environmental losses that exceed the ability of the affected community to cope using its own resources.

**Disaster Risk:** The potential loss of life, injury, or destruction of assets resulting from the interaction of hazards, exposure, vulnerability, and capacity.

**Disaster Risk Financing (DRF):** Strategies and financial instruments used to ensure timely and predictable funding for preparedness, response, recovery, and risk reduction activities.

**Disaster Risk Management (DRM):** The systematic process of using policies, institutions, capacities, and measures to reduce disaster risks and manage residual risks through prevention, mitigation, preparedness, response, and recovery.

**Disaster Risk Reduction (DRR):** Policies and practices aimed at preventing new disaster risks, reducing existing risks, and strengthening resilience.

**Early Action:** Actions taken immediately after an early warning trigger is reached, but before a disaster fully unfolds, to minimize negative impacts.

**Early Warning System (EWS):** An integrated system for hazard monitoring, forecasting, risk analysis, communication, and preparedness that enables timely action to reduce disaster impacts.

**Exposure:** The presence of people, livelihoods, infrastructure, housing, services, or other assets in areas prone to hazards.

**Hazard:** A potentially damaging physical event, phenomenon, or human activity that may cause loss of life, injury, property damage, social disruption, or environmental degradation.

**Human-Induced Disaster:** A disaster resulting primarily from human activities, including conflict, industrial accidents, environmental degradation, deforestation, or technological failures.

**Impact-Based Forecasting:** A forecasting approach that focuses on the potential consequences of a hazard on people, livelihoods, and systems, rather than only the likelihood or intensity of the hazard.

**Mitigation:** Measures taken to reduce the severity or consequences of a disaster, including structural and nonstructural interventions.

**Multi-Hazard Approach:** An approach that considers multiple hazards and their interactions, recognizing that different hazards may occur simultaneously or sequentially.

**Preparedness:** Activities and measures taken in advance to ensure effective response to the impacts of hazards, including planning, training, and resource pre-positioning.

**Recovery:** The restoration and improvement of livelihoods, health, infrastructure, and services following a disaster, with a focus on resilience and sustainability.

**Resilience:** The ability of individuals, communities, institutions, and systems to anticipate, absorb, adapt to, and recover from the effects of hazards while maintaining essential functions.

**Response:** Immediate actions taken during or shortly after a disaster to save lives, reduce suffering, and meet basic needs.

**Risk-Informed Development:** Development planning and implementation that systematically integrates disaster and climate risk considerations to avoid creating new vulnerabilities.

**Risk Layering:** A strategy that uses different financial instruments (such as contingency funds, insurance, and credit) to address disaster risks of varying frequency and severity.

**Shock-Responsive Social Protection (SRSP):** Social protection systems designed to scale up assistance rapidly in response to shocks, using early warning information and predefined triggers.

**Vulnerability:** The conditions determined by physical, social, economic, and environmental factors that increase the susceptibility of individuals or communities to the impacts of hazards.

**Whole-of-Government Approach:** A coordinated approach that involves all relevant government institutions and levels in disaster risk management.

**Whole-of-Society Approach:** An inclusive approach that engages communities, civil society, the private sector, academia, and international partners in disaster risk management.

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## BACKGROUND AND CONTEXT

## Historical Evolution of Disaster Risk Management in Somalia

Somalia's approach to disaster risk management has evolved significantly over the past three decades, shaped by the country's unique political, social, and environmental context. During the pre-conflict period, disaster management was primarily the responsibility of central government institutions, with limited community involvement and a focus on emergency response rather than risk reduction.

The collapse of central government institutions in 1991 created a fundamental shift in how disasters were managed in Somalia. In the absence of effective state institutions, communities, traditional authorities, and international humanitarian organizations became the primary actors in disaster response. This period saw the emergence of community-based coping mechanisms and the development of local early warning systems, particularly in pastoral communities<sup>1</sup>.

The establishment of the Transitional Federal Government in 2004 marked the beginning of efforts to rebuild national disaster management capacity, followed in 2012 by the establishment of the Federal Government and adoption of a new provisional constitution, which addressed some aspects of disaster risk management.<sup>2</sup> The creation of the Somalia Disaster Management Agency (SoDMA) in 2011 represented a significant milestone in institutionalizing disaster risk management at the federal level. SoDMA was mandated to coordinate disaster preparedness, response, and recovery activities across the country<sup>3</sup>.

The adoption of the first National Disaster Management Policy<sup>4</sup> in December 2017 represented a major step forward in establishing a comprehensive framework for disaster risk management in Somalia. This policy introduced important concepts such as disaster risk reduction, multi-hazard approaches, and the integration of disaster risk management into development planning. In a nutshell, DRM has evolved toward institutionalization.

However, implementation of the 2020 policy revealed several challenges that inform the current revision. Key lessons learned from the implementation of the 2020 policy include the need for stronger coordination mechanisms between federal and state levels, integration across sectors, more explicit attention to conflict sensitivity, greater emphasis on climate adaptation and mitigation, explicit integration of gender, and more robust financing mechanisms. The policy also highlighted the importance of community engagement and the integration of traditional knowledge systems in disaster risk management.<sup>5</sup>

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<sup>1</sup> Oxfam. (2019). Traditional Early Warning Systems in Somalia: Building Resilience Through Indigenous Knowledge. Oxfam International. <https://oxfamlibrary.openrepository.com/>

<sup>2</sup> For example, Article 131 of the constitution allows for declaration of a State of Emergency in the event of “a serious situation arising from war, invasion, insurrection, disorder, a natural disaster or some other grave public emergency,” enacted by the president, acting on the request of the Council of Ministers.

<sup>3</sup> Federal Government of Somalia. (2013). Somalia Disaster Management Agency Act. Federal Parliament of Somalia. <https://www.sodma.gov.so/>

<sup>4</sup> Federal Republic of Somalia: NATIONAL DISASTER RISK MANAGEMENT POLICY DECEMBER 2020 chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://www.preventionweb.net/media/97400/download?startDownload=20250816

<sup>5</sup> Federal Government of Somalia. (2020). National Disaster Risk Management Policy. Somalia Disaster Management Agency. <https://www.preventionweb.net/media/97400/download>

## Institutional and Legal Landscape Assessment

Somalia's institutional and legal landscape for disaster risk management has evolved significantly over the past decade, reflecting the country's broader state-building efforts and the growing recognition of the importance of disaster risk reduction. However, significant gaps and challenges remain that limit the effectiveness of current arrangements and require attention in the revised policy framework.

At the federal level, the Somalia Disaster Management Agency (SoDMA) serves as the lead institution for disaster risk management, with a mandate that includes coordination, policy development, preparedness, response, and recovery activities. Created in 2011 and then legally established in 2016 (Law 1 No. 17 of 27/6/2016), SoDMA has made important progress in building institutional capacity and establishing coordination mechanisms, but the agency continues to face challenges related to limited resources, capacity constraints, and unclear relationships with other institutions<sup>6</sup>.

Line ministries play critical roles in disaster risk management within their respective sectors, but their engagement has been inconsistent and often limited to emergency response rather than risk reduction. For example, the Ministry of Agriculture and Irrigation is responsible for agricultural drought management and food security, the Ministry of Health manages health emergencies and disease outbreaks, and the Ministry of Public Works and Reconstruction oversees infrastructure resilience. Strengthening the disaster risk management capacity of line ministries is essential for mainstreaming risk considerations across government<sup>7</sup>.

At the Federal Member State level, institutional arrangements vary significantly, reflecting different political structures and capacity levels. Some states have established their own disaster management agencies or departments, while others rely on existing government structures to manage disaster risks. The federal structure of Somalia creates both opportunities and challenges for disaster risk management, requiring clear frameworks for coordination and cooperation between different levels of government<sup>8</sup>.

Local government institutions, including district and municipal authorities, play critical roles in disaster risk management but often lack the capacity and resources to fulfill their responsibilities effectively. Traditional authorities, including clan elders and religious leaders, continue to play important roles in disaster response and community mobilization, but their relationship with formal government institutions is not always clear<sup>9</sup>.

The legal framework for disaster risk management in Somalia is still developing, with several key pieces of legislation either recently adopted or under development. The SoDMA Act provides the legal foundation for the national disaster management agency but requires updating to reflect lessons learned from implementation and to align with the revised

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<sup>6</sup> SoDMA. (2022). Somalia Disaster Management Agency Strategic Plan 2022-2026. Somalia Disaster Management Agency. <https://www.sodma.gov.so/strategic-plan/>

<sup>7</sup> Federal Government of Somalia. (2020). Disaster Risk Management Institutional Mapping Study. Somalia Disaster Management Agency. <https://www.sodma.gov.so/publications/>

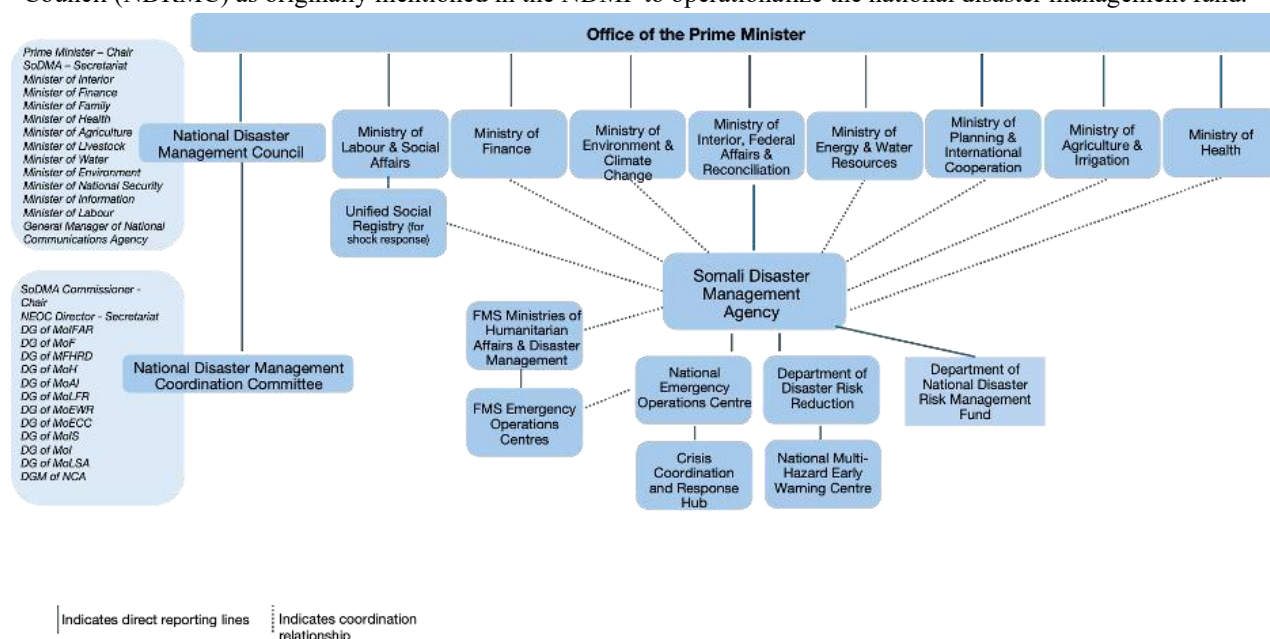
<sup>8</sup> Interpeace. (2021). Federal Member States Capacity Assessment for Disaster Risk Management. Interpeace Somalia Programme. <https://www.interpeace.org/somalia/>

<sup>9</sup> Heritage Institute. (2020). Traditional Governance and Disaster Management in Somalia. Heritage Institute for Policy Studies. <https://www.heritageinstitute.org/>

policy framework. The Environment Act includes provisions related to environmental disaster management, while various sectoral laws address specific aspects of disaster risk management<sup>10</sup>.

However, significant gaps remain in the legal framework, including the lack of a comprehensive disaster risk management law that establishes clear roles, responsibilities, and procedures for all aspects of disaster risk management. The absence of building codes and land use planning regulations in many areas increases vulnerability to disasters, while weak enforcement capacity limits the effectiveness of existing regulations<sup>11</sup>.

Coordination mechanisms have been established at various levels, including the National Disaster Management Coordination Committee (NDMCC) at the federal level and similar committees at state and local levels. However, these mechanisms often function more as information-sharing forums than as effective coordination bodies with clear decision-making authority. Therefore, there is urgent need to institutionalize the National Disaster Management Council (NDRMC) as originally mentioned in the NDMP to operationalize the national disaster management fund.



**Image 1: DRM Architecture**

The relationship between government coordination mechanisms and humanitarian coordination systems led by the United Nations also requires clarification<sup>12</sup>. While Somalia established the National Disaster Management Council (NDMC) as the highest level body responsible for guiding, coordinating, and

<sup>10</sup> Federal Government of Somalia. (2019). Environment Act of the Federal Republic of Somalia. Federal Parliament of Somalia. <https://www.parliament.gov.so/>

<sup>11</sup> UN-Habitat. (2020). Legal Framework Assessment for Urban Planning in Somalia. United Nations Human Settlements Programme. <https://unhabitat.org/somalia>

<sup>12</sup> OCHA. (2021). Somalia Coordination Architecture Review. United Nations Office for the Coordination of Humanitarian Affairs. <https://www.humanitarianresponse.info/en/operations/somalia/document/coordinationarchitecture-review>

overseeing the country's disaster risk management, including a governance framework, it continues to face several operational gaps that limit its effectiveness. A major challenge lies in its institutional capacity. The Council was formed nominated relatively recently and still struggles with limited human resources, technical expertise, and logistical infrastructure to coordinate disaster risk management effectively across the federal and state levels. This weakness is compounded by the broader fragility of Somalia's governance system, where overlapping mandates and weak intergovernmental collaboration often hinder coordinated disaster response. Although the NDMC is tasked with overseeing early warning systems, these remain underdeveloped and fragmented, relying heavily on external partners such as UN agencies and NGOs, leading to a lack of a reliable, country-owned mechanism to generate timely forecasts, disseminate alerts, and translate them into actionable community-level preparedness.

International partnerships play a crucial role in Somalia's disaster risk management system, with various UN agencies, international NGOs, and bilateral donors providing technical and financial support. While this support has been essential for building capacity and responding to emergencies, it has also created challenges related to coordination, sustainability, and national ownership. Strengthening national leadership and ownership of disaster risk management is a key priority for the revised policy<sup>13</sup>.

#### Linkages with the National Transformative Plan and the Strategic Guidelines

Somalia's renewed National Transformation Plan (2025–2029), formally approved in February and launched in March 2025, is structured around four pillars: Transformational Governance; Sustainable Economic Transformation; Social and Human Capital Transformation; and Environment and Climate Resilience. Of relevance to DRM, the fourth pillar explicitly incorporates climate resilience, disaster risk reduction, and sustainable environmental management.

At the institutional level, SoDMA's Strategic Plan (2024–2029) serves as the operational arm of disaster risk management, enabling hazard-prone communities and sectors to anticipate and respond effectively to threats such as droughts, floods, conflicts, and disease outbreaks (sodma.gov.so).

The linkage between DRM structures and NTP is strengthened further through ongoing efforts to build national capacities in disaster preparedness. A notable example is the October 2024 UNDRR-led technical workshop on disaster tracking, data management, and early warning systems. This collaborative initiative, working with SoDMA and multiple humanitarian and technical partners, focused on improving disaster loss data systems, establishing EWS roadmaps, and institutionalizing risk-informed planning, directly contributing to the resilience objectives within NTP's environmental pillar.

Moreover, the Ministry of Environment and Climate Change, which chairs the Environment and Climate Resilience pillar within the NTP, convened its first high-level meeting in May 2025. It set strategic recommendations for enhancing environmental infrastructure, combating land degradation, and ensuring climate adaptation frameworks are firmly embedded across national development structures, which shows the linkage between DRM priorities and NTP ambitions.

These intersecting frameworks demonstrate a coherent strategy: SoDMA's operational DRM tools and planning (underpinned by its strategic document) support the NTP's broader resilience agenda. This alignment ensures that disaster risk reduction is not siloed but woven into Somalia's transformation journey—from governance to

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<sup>13</sup> OECD. (2022). Development Co-operation Report 2022: Solidarity in a Fragmented World - Somalia Chapter. Organization for Economic Co-operation and Development. <https://www.oecd.org/development/development-cooperation-report/>

infrastructure, social systems, and environmental stewardship. The complementary roles of SoDMA, the Ministry of Environment, and planning authorities highlight an integrated, risk-aware approach to achieving Somalia's Vision 2060.

### Policy Linkage with the National Legal and Institutional Framework

Somalia's National DRM Policy is anchored in the Provisional Constitution of the Federal Republic of Somalia (2012) and related national legislation that sets out the division of powers, institutional mandates, and citizen rights. At the highest level, Article 43 of the Constitution emphasizes land and natural resource management, requiring the government to regulate the use of land and resources in a sustainable way, an obligation that aligns directly with the DRM policy's call for climate adaptation and disaster prevention in agriculture, water, and rangeland sectors. Similarly, Article 44 on natural resources provides for equitable development and resource-sharing, a principle reflected in the DRM policy's emphasis on equitable disaster response across Federal Member States.

Article 21 (Right to Life and Security of the Person) and Article 25 (Environment) provide strong constitutional anchors. Article 25 mandates the state to protect and conserve the environment, prevent land degradation, and safeguard against pollution, all of which form the legal basis for the DRM policy's risk-reduction, resilience, and environmental sustainability priorities. Article 27 (Economic and Social Rights) is also critical, as it guarantees access to food, water, and shelter; the DRM policy operationalizes this right by mandating state preparedness to mitigate droughts, floods, and other hazards that threaten livelihoods and survival.

Institutionally, the Somali Disaster Management Agency (SoDMA) derives its mandate from the 2016 SoDMA Establishment Act, passed by Parliament. This law gives the Agency authority to lead on disaster preparedness, response, recovery, and coordination at the federal level, as well as to work with Federal Member States to harmonize systems. The National DRM Policy builds on this Act by setting out operational guidelines, coordination mechanisms (such as the National Emergency Operations Centre, Crises Coordination and Response Hub and the National Multi-Hazard Early Warning Centre), and clear roles for SoDMA in national planning.

The Environmental Management Bill (draft under the Ministry of Environment and Climate Change, 2022–2023) is another legislative instrument linked to the DRM policy. While not yet fully enacted, it builds on Article 25 of the Constitution and provides a framework for regulating environmental risks, climate adaptation, and ecosystem-based disaster risk reduction. This complements the DRM Policy's focus on integrating disaster preparedness with environmental governance.

The Somali Meteorological Services Bill, currently before the Federal Parliament for its first reading, represents a critical legislative instrument for strengthening the national early warning architecture. Once enacted, the Bill will formalize the mandate of the Somali Meteorological Services to support on hazard monitoring, weather and climate forecasting, and analytical functions that underpin multi hazard early warning systems. Through clear coordination mechanisms with SoDMA and relevant line ministries, the Bill will ensure the production of accurate, reliable, and timely early warning products including advisories, watches, and warnings tailored to the needs of decision makers and at risk communities. This legislation will significantly enhance the federal government of Somalia's ability to provide actionable early warning information, improve preparedness, and support risk informed response across all levels of government and society.

Finally, the federal structure of Somalia—outlined in Articles 50–54 of the Constitution—provides the legal grounding for decentralization of DRM responsibilities. Article 50 requires power-sharing and cooperation between the federal government and member states, while Article 54 clarifies that natural resources, environment, and related sectors are shared responsibilities. This directly ties to the DRM policy's principle of subsidiarity, ensuring that Federal Member

States establish their own disaster management institutions that coordinate with SoDMA for a unified national approach

### Linkage with Sectoral Strategic Plans

The Somalia National Disaster Management Policy explicitly calls for mainstreaming DRM into sectoral strategic plans, such as health, education, agriculture, infrastructure, water, environment and telecommunication.

- In the health sector, the policy links to the Somalia National Health Strategy (2022–2026) and related reproductive health and nutrition plans by promoting preparedness for health emergencies, epidemic outbreaks, and climate-induced health risks. DRM integration ensures continuity of essential health services during floods, droughts, and disease outbreaks, while strengthening surveillance and early warning systems.
- In agriculture and food security, the DRM Policy connects directly to the National Agricultural Development Strategy (2021–2025), the National Livestock Sector Development Strategy, and drought recovery frameworks. These strategic documents prioritize food security, sustainable rangeland management, and climate adaptation, all of which are reinforced by the DRM Policy’s principles of risksensitive planning, early warning, and livelihood protection.
- For infrastructure and urban development, the NDMP aligns with the National Infrastructure Strategy (2020–2030) by emphasizing resilient construction, flood-proofing, and disaster-conscious land use. The policy mandates that all new infrastructure projects undergo risk assessment to avoid increasing vulnerability, in line with international disaster-resilient building standards.
- The education sector is also covered, as the NDMP underpins the Education Sector Strategic Plan (ESSP 2022–2026) by supporting school safety frameworks, disaster preparedness in learning institutions, and curriculum integration of disaster awareness. This ensures that disaster risk reduction becomes a longterm behavioral and knowledge investment.
- **Environmental governance** is another critical area of linkage. The NDMP works in tandem with the National Environment Policy (2020) and the emerging Environmental Management Bill, managed by the Ministry of Environment and Climate Change. These frameworks intersect climate adaptation, drought resilience, land restoration, and integrated natural resource management.
- In the **social protection sector**, the National Social Protection Policy provides the overarching framework for delivering inclusive assistance to vulnerable households. Its implementation is strengthened through formalized linkages with key sectoral strategic plans, enabling a multidimensional and synergistic approach to resilience building. Integration with the National Disaster Management Policy (NDMP) ensures that routine social protection programmes and shock-responsive mechanisms operate through aligned national systems, including the Unified Social Registry (USR), thereby enhancing coordinated, timely, and predictable support to households affected by climate-induced disasters. Furthermore, strategic alignment with sectoral plans in health, education, labour, and agriculture promotes programmatic coherence and supports complementary interventions that address the interconnected drivers of vulnerability and chronic poverty.
- For **Telecommunications and emergency communications**, the National Disaster management Policy aligns with the National Emergency Telecommunications Plan (NETP), which operationalizes emergency communications preparedness and response mechanisms in line with the Early Warning for All (EW4All) Pillar 3 framework. The NETP strengthens the resilience of telecommunications infrastructure, ensures

continuity of critical communications during disasters, enhances coordination among operators and authorities, and supports rapid public alerting systems, including the Cell Broadcast System (CBS). This alignment reinforces the communications sector's critical role in early warning, disaster response, and national resilience.

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### Linkage with Global, Continental, and Regional Development Frameworks

Somalia's Disaster Risk Management (DRM) policy and legal framework are deeply integrated within global, continental, and regional development agendas, reflecting the country's commitment to aligning its resiliencebuilding strategies with broader cooperative frameworks. This alignment strengthens policy coherence, enhances resource mobilisation, and ensures that Somalia's efforts to reduce vulnerability and build resilience significant contribute meaningfully to shared goals related to sustainable development, climate adaptation, and human security.

#### At the Global level.

- i. Sendai Framework for Disaster Risk Reduction (2015–2030), which emphasizes reducing vulnerability, strengthening early warning, and investing in disaster preparedness. The DRM strategy (2020–2030) adopts Sendai's priorities—such as understanding disaster risk, enhancing governance, and strengthening resilience—as guiding principles for national planning.
- ii. Sustainable Development Goals (SDGs): This policy links with the SDGs, particularly Goal 1 (No Poverty), Goal 11 (Sustainable Cities and Communities), and Goal 13 (Climate Action), by ensuring that disaster risk reduction is integrated into sustainable development.
- iii. Paris Agreement on Climate Change: The Somalia DRM policy links with the Paris Agreement on Climate Change, which calls for enhanced adaptation and resilience, given Somalia's high vulnerability to climate-related disasters like drought and flooding.
- iv. **UN Early Warning For All (EW4ALL) initiative:** Somalia is a committed partner in the EW4All initiative, seeking to ensure that every citizen and property is protected by robust multi-hazard early warning systems by 2027. Through this alignment, SoDMA works with national institutions and international partners to strengthen risk monitoring, forecasting, communication, and preparedness capacities. EW4All provides a global framework that supports Somalia's efforts to deliver timely, accessible, and impact based early warning information to decision makers and communities at risk, enhancing national resilience to climate induced hazards. v.

#### At the Continental level.

- i. African Union Agenda 2063: The DRM Policy aligns with the AU Agenda 2063, especially Aspiration 1 ("A prosperous Africa based on inclusive growth and sustainable development") and Aspiration 3 ("An Africa of good governance, democracy, respect for human rights, justice and the rule of law").
- ii. It also reflects the African Strategy on Disaster Risk Reduction (2015–2030) and the Programme of Action for the Implementation of the Sendai Framework in Africa, which call for stronger institutions, improved financing for disaster risk reduction, and mainstreaming risk management into national development planning.
- iii. Somalia's policy further resonates with the African Climate Change Strategy, as it integrates disaster preparedness with climate adaptation, particularly in drought-prone rural economies.

At the Regional level.

- i. Somalia's DRM policy framework is tied to the Intergovernmental Authority on Development (IGAD) Regional Strategy, which emphasizes resilience, disaster preparedness, and cross-border cooperation. Somalia participates in IGAD's Drought Disaster Resilience and Sustainability Initiative (IDDRSI), which promotes coordinated efforts to mitigate drought impacts across the Horn of Africa.
- ii. The DRM framework also complements the East African Community (EAC) climate resilience and disaster policies, as well as regional initiatives under the Arab League and Islamic Development frameworks on humanitarian action and disaster response.

### Gaps and Lessons Learned from Past Disasters and Policies

The implementation of Somalia's previous disaster risk management policies along with the experience gained from managing major disasters over the past decade has yielded valuable lessons that inform the development of this revised policy framework. These insights underscore both the achievements and the ongoing challenges that must be addressed to enhance the effectiveness of disaster risk management in Somalia.

One of the most significant lessons learned is the importance of early action and anticipatory approaches to disaster management. The 2016-2017 drought response demonstrated that early warning systems can provide valuable information about emerging risks, but this information must be translated into early action to prevent humanitarian crises. The delayed response to early warning signals contributed to the severity of the crisis and the high costs of response<sup>14</sup>.

One of the most glaring gaps lies in institutional coordination. While frameworks such as the National Disaster Management Policy were established to guide preparedness and response, weak inter-agency collaboration and fragmented governance between federal and state levels have limited their effectiveness. Overlapping mandates, poor communication channels, and political contestations often delay timely action during emergencies<sup>15</sup>.

The experience also emphasized the critical importance of addressing underlying vulnerabilities rather than merely responding to immediate disaster impacts. Communities affected by previous droughts which had not fully recovered faced more severe consequence from subsequent disasters, creating a cycle of vulnerability that

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<sup>14</sup> Peters, K., & Siddiqi, A. (2019). Disaster risk reduction in protracted violent conflict. Overseas Development Institute. <https://cdn.odi.org/media/documents/12883.pdf>

<sup>15</sup> World Bank (2019). *Somalia Drought Impact and Needs Assessment*. Washington, DC: World Bank. <https://documents1.worldbank.org/curated/en/901031516986381462/pdf/122991-v1-GSURR-Somalia-DINARReport-Volume-I-180116-Digital.pdf>

emergency response alone cannot break. This highlights the necessary for disaster risk management approaches that tackle the root causes of vulnerability<sup>16</sup>.

Another major gap is the limited investment in early warning and preparedness systems. Despite recurrent droughts and famines, Somalia remains heavily reactive. While climate and food security early warning systems exist, they are poorly linked to national and local decision-making, and dissemination to communities is weak. This disconnect means that timely warnings often fail to translate into preventive action<sup>17</sup>.

The persistent challenge is resource mobilization and reliance on external humanitarian aid. Somalia's disaster response capacity has largely depended on international donors, with minimal domestic financing allocated for disaster preparedness<sup>18</sup>. This dependency creates vulnerabilities when global attention wanes or when delays occur in mobilizing international relief. Similarly, weak infrastructure and logistical capacity, particularly in rural and conflict-affected areas, constrain the delivery of timely assistance<sup>19</sup>.

Coordination challenges have been a persistent theme across multiple disaster responses, with unclear roles and responsibilities, competing mandates, and inadequate information sharing hampering effective responses. The relationship between government-led coordination and humanitarian coordination systems has been particularly problematic, with parallel systems sometimes working at cross-purposes rather than in complementary ways<sup>20</sup>.

The importance of community engagement and local ownership has been demonstrated repeatedly, with the most effective disaster risk management interventions being those that build on existing community capacities and knowledge systems. Traditional early warning systems, community-based natural resource management practices, and indigenous coping mechanisms have proven to be valuable resources that should be integrated into formal disaster risk management systems<sup>21</sup>.

Gender and social inclusion have emerged as critical factors in disaster risk management effectiveness, with interventions that fail to address the differentiated needs and capacities of different groups often proving less effective or even counterproductive. The experience of implementing cash transfer programs during drought responses has

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<sup>16</sup> Maxwell, D., et al. (2020). Lessons from the 2011 Somalia Famine for Early Warning and Early Action. Feinstein International Centre. <https://fic.tufts.edu/publication-item/lessons-from-the-2011-somalia-famine/>

<sup>17</sup> FSNAU & FEWS NET (2017). *Somalia Food Security Outlook*. Nairobi: Food Security and Nutrition Analysis Unit – Somalia.

<sup>18</sup> OCHA (2017). *Somalia Humanitarian Response Plan – 2017*. United Nations Office for the Coordination of Humanitarian Affairs. <https://reliefweb.int/report/somalia/somalia-humanitarian-response-plan-january-december2017>

<sup>19</sup> Maxwell, D., & Majid, N. (2016). *Famine in Somalia: Competing Imperatives, Collective Failures, 2011–12*. Oxford University Press. <https://global.oup.com/academic/product/famine-in-somalia-9780190499389>

<sup>20</sup> IASC. (2021). Inter-Agency Standing Committee Somalia Coordination Review. Inter-Agency Standing Committee. <https://interagencystandingcommittee.org/>

<sup>21</sup> Oxfam. (2020). Community-Based Early Warning Systems in Somalia: Lessons Learned and Best Practices. Oxfam International. <https://oxfamilibrary.openrepository.com/>

shown the importance of ensuring that assistance reaches the most vulnerable groups and does not exacerbate existing inequalities<sup>22</sup>.

## 20

The importance of integrating disaster risk reduction (DRR) into development and climate adaptation strategies has been demonstrated during the implementation of the current policy. Humanitarian relief alone cannot address the structural vulnerabilities perpetuating Somalia's cycle of crises. Investments in community resilience such as supporting pastoralist livelihoods, strengthening water management, and promoting environmental restoration are essential for sustainable DRR.

The challenge of operating in conflict-affected areas has been a constant theme in Somalia's disaster risk management experience. Insecurity has limited access to affected populations, complicated coordination arrangements, and created additional vulnerabilities that must be addressed. The experience has highlighted the importance of conflict-sensitive approaches that do not inadvertently exacerbate tensions or create new conflicts<sup>23</sup>.

Financing has emerged as a critical constraint on effective disaster risk management, with heavy dependence on external funding creating sustainability challenges and limiting the scope for long-term risk reduction investments. The experience has highlighted the need for more predictable and flexible financing mechanisms that can support both emergency response and risk reduction activities<sup>24</sup>.

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<sup>22</sup> World Bank. (2021). Somalia Social Protection Assessment. World Bank Group.

<https://openknowledge.worldbank.org/handle/10986/35234>

<sup>23</sup> Saferworld. (2020). Conflict-Sensitive Disaster Risk Management in Somalia. Saferworld.

<https://www.saferworld.org.uk/resources/publications/>

<sup>24</sup> GFDRR. (2021). Disaster Risk Financing in Somalia: Options and Opportunities. Global Facility for Disaster Reduction and Recovery. <https://www.gfdr.org/en/publication/disaster-risk-financing-somalia>

The COVID-19 pandemic provided additional lessons about the importance of preparedness for different types of emergencies and the need for adaptive capacity that can respond to unexpected threats. The pandemic also demonstrated the interconnected nature of different types of risks and the importance of multi-hazard approaches to disaster risk management<sup>25</sup>.

Urban disaster risks have emerged as a growing concern, with rapid urbanization creating new vulnerabilities that are not adequately addressed by existing disaster risk management systems. The experience of managing floods in Mogadishu and other cities has highlighted the need for specific approaches to urban disaster risk management that address the unique characteristics of urban environments<sup>26</sup>.

The importance of building institutional capacity at all levels has been demonstrated repeatedly, with capacity constraints limiting the effectiveness of disaster risk management interventions. This includes not only technical capacity for specific disaster risk management functions, but also broader institutional capacity for coordination, planning, and implementation<sup>27</sup>.

Finally, the experience has highlighted the importance of learning and adaptation in disaster risk management, with the most effective institutions being those that can learn from experience and adapt their approaches based on new evidence and changing conditions. This underscores the need for robust monitoring, evaluation, and learning systems that can support continuous improvement in disaster risk management<sup>28</sup>.

## REVISING DRM POLICY

### Context and Rationale for Policy Revision

The Federal Republic of Somalia faces an unprecedented convergence of disaster risks that threaten the lives, livelihoods, and development aspirations of its people. The country's disaster profile is characterized by recurrent droughts, devastating floods, cyclones, and the compounding effects of three decades of conflict and political instability.<sup>29</sup> This complex risk landscape has created a situation where Somalia experiences some of the highest levels of disaster vulnerability globally, while simultaneously possessing limited institutional capacity to address these challenges effectively.

The decision to revise the National Disaster Management Policy of 2017 stems from several critical factors that have emerged since its adoption. First, the experience of implementing the previous policy revealed important gaps and limitations that need to be addressed. The humanitarian crises, including the COVID-19 pandemic, the 2020/2021

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<sup>25</sup> WHO. (2021). COVID-19 and Disaster Risk Management: Lessons from Somalia. World Health Organization. <https://www.who.int/publications/i/item/covid-19-disaster-risk-management>

<sup>26</sup> Cities Alliance. (2021). Urban Disaster Risk Management in Somali Cities. Cities Alliance. <https://www.citiesalliance.org/resources/publications/>

<sup>27</sup> UNDP. (2022). Somalia Institutional Capacity Assessment for Disaster Risk Management. United Nations Development Programme. <https://www.undp.org/somalia/publications/>

<sup>28</sup> UNDRR. (2021). Learning from Disaster Risk Management: Somalia Case Study. United Nations Office for Disaster Risk Reduction. <https://www.undrr.org/publication/learning-disaster-risk-management-somalia-case-study>

<sup>29</sup> Maxwell, D., & Majid, N. (2016). Famine in Somalia: Competing imperatives, collective failures, 2011-12. Oxford University Press. <https://global.oup.com/academic/product/famine-in-somalia-9780190228644>

drought, and recent flooding, have tested Somalia's disaster risk management systems and highlighted the need for more adaptive, anticipatory, and inclusive approaches.<sup>30</sup>

Second, Somalia's development context has evolved significantly even since the policy was last reviewed in 2020. The country has made important strides in state-building, with strengthened federal institutions and improved relationships between the Federal Government and Federal Member States. The completion of the electoral process and the establishment of new government structures have created opportunities for more effective governance and coordination in disaster risk management<sup>31</sup>.

Third, the global understanding of disaster risk management has advanced considerably, with new evidence on the effectiveness of different approaches and the importance of addressing underlying vulnerabilities. The mid-term review of the Sendai Framework for Disaster Risk Reduction has provided valuable insights into what works in building resilience, particularly in fragile and conflict-affected contexts<sup>32</sup>.

Fourth, climate change impacts are becoming increasingly evident in Somalia, with changing rainfall patterns, rising temperatures, and more frequent extreme weather events. The country's first Nationally Determined Contribution in 2021 under the Paris Agreement and ongoing work on the revised National Adaptation Plan have highlighted the need for stronger integration between disaster risk management and climate change adaptation.<sup>33</sup>

### Objectives of the Revised DRM Policy

The Revised National Disaster Risk Management Policy is designed to achieve several interconnected objectives that address the evolving disaster risk landscape in Somalia, while building on the foundations established by previous policies and frameworks and drawing on international best practices.

- i. The primary objective is to establish a comprehensive, adaptive, and all-inclusive framework for disaster risk management that addresses the current and emerging risks, reduces disaster losses, and builds resilience across all levels of Somali society. This involves shifting from a predominantly reactive approach focused on emergency response to a proactive approach that emphasizes anticipatory risk reduction, preparedness, financing, and resilience building.
- ii. A second key objective is to strengthen institutional capacity and coordination mechanisms for disaster risk management at the federal, state, and local levels. This includes clarifying roles and responsibilities, improving coordination protocols, and building technical and operational capacity across the disaster risk management system. The policy aims to create a more coherent and effective institutional architecture capable of responding to the complex and multifaceted nature of disaster risks in Somalia.
- iii. The policy also seeks to mainstream gender and integrate disaster risk considerations into all aspects of development planning and implementation across all sectors. This involves ensuring that disaster risk assessments inform development decisions, that development investments contribute to risk reduction rather

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<sup>30</sup> WHO. (2022). Somalia Health Cluster Bulletin. World Health Organization Somalia. <https://www.who.int/emergencies/situations/somalia>

<sup>31</sup> African Union. (2022). Report of the Chairperson of the Commission on the Situation in Somalia. African Union Peace and Security Council. <https://au.int/en/documents>

<sup>32</sup> UNDRR. (2023). Midterm Review of the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030. United Nations Office for Disaster Risk Reduction. <https://sendaiframework-mtr.undrr.org/>

<sup>33</sup> Federal Government of Somalia. (2021). First Nationally Determined Contribution (NDC) of Somalia. Ministry of Environment and Climate Change. <https://unfccc.int/sites/default/files/NDC/2022-06/Somalia%20First%20NDC.pdf>

than creating new vulnerabilities, and that disaster risk management is integrated into sectoral policies and programs across government.

- iv. Another critical objective is to strengthen community resilience and local capacity for disaster risk management. This involves empowering communities to participate actively in risk assessment, planning, and implementation of disaster risk management activities. The policy recognizes that communities are often the first responders to disasters and possess valuable traditional knowledge and coping mechanisms that should be integrated into formal disaster risk management systems.
- v. The policy aims to establish sustainable financing mechanisms for disaster risk management that reduce dependence on external assistance while ensuring adequate resources for risk reduction, preparedness, response, and recovery activities. This includes developing domestic resource mobilization strategies, accessing international climate finance, and establishing risk transfer mechanisms appropriate for Somalia's context.
- vi. Finally, the policy seeks to strengthen Somalia's contribution to regional and global disaster risk reduction efforts while ensuring that international frameworks and commitments are adapted to Somalia's specific context and priorities. This involves active participation in regional coordination mechanisms, sharing of experiences and lessons learned, and contributing to the achievement of global targets under the Sendai Framework and Sustainable Development Goals.

### Methodology Used in the Revision Process

The revision of Somalia's National Disaster Risk Management Policy was conducted through a comprehensive, participatory, and evidence-based process that ensured broad stakeholder engagement and incorporated all feedback and input including the latest available evidence on disaster risk management in fragile and conflict-affected contexts.

The revision process began with a thorough review of the implementation of the 2020 policy, including an assessment of achievements, challenges, and lessons learned. This review involved consultations with key implementing agencies, including SoDMA, line ministries, Federal Member State authorities, humanitarian agencies, and international partners. The review also examined the policy's alignment with other national frameworks, including NDP-9 and sectoral policies.

A comprehensive literature review was conducted to identify the best global practices in disaster risk management, with particular attention to approaches that have proven effective in fragile and conflict-affected contexts. This review examined recent developments in disaster risk science, policy innovations, and implementation experiences in countries with contexts similar to Somalia.

Extensive stakeholder consultations were conducted at the federal, state, and local levels to gather input on the policy revision. These consultations involved government officials, civil society organizations, private sector representatives, academic institutions, traditional authorities, and community representatives. The consultative process for developing the DRM policy entailed the following process:

- Consultative workshop brainstorming on the existing policy, discussing its gaps and strengths. The participants included representatives of the Ministry of Energy and Water Resources, Ministry of Interior and Federal Affairs, Minister of Environment & Climate Change, Ministry of Finance, Ministry of Labour and Social Affairs, Ministry of Agriculture and Irrigation; the National Communication Authority NCA; SoDMA, Ministry of Humanitarian and Disaster Management (Hirshabelle, Galmudug, SSC Khatumo, Jubaland and BRA); United Nations agencies (WFP, UNFPA, UNOCHA, FAO, UNDP, UN Women and IOM), and international NGO's (World Vision International and Save the Children International)
- Consultative meeting with the Somalia Humanitarian Country Team (HCT)

- Interview sessions conducted with selected stakeholders, including the SoDMA Programme team, UNOCHA, WFP, IOM, FAO, UN Women, and Oxfam GB

The revision process also incorporated findings from recent disaster risk assessments, vulnerability studies, and climate projections for Somalia. This evidence base was used to update the understanding of Somalia's disaster risk profile and to identify emerging risks that require attention in the revised policy.

Technical working groups were established to address specific thematic areas, including institutional frameworks, financing mechanisms, early warning systems, and community engagement. These working groups brought together technical experts from government, academia, and international organizations to develop detailed recommendations for the policy revision.

The draft revised policy underwent various iterations of review and validation, including technical reviews by technical experts, policy reviews by government officials and international agencies' focal points, and community validation sessions to ensure that the policy reflects the needs and priorities of Somali communities. This iterative process ensured that the final policy is technically sound and wholly acceptable and politically feasible.

## **Policy Vision, Mission, and Goal**

### **Vision Statement**

" A risk-resilient Somalia where communities, institutions, and ecosystems are protected from disasters, and where sustainable development thrives in harmony with climate and human made hazards."

This vision reflects Somalia's aspiration to transform from a country characterized by high vulnerability to disasters to one that has built comprehensive resilience across all levels of society. The vision recognizes that true resilience requires not only the ability to respond effectively to disasters when they occur, but also the capacity to prevent and mitigate risks, adapt to changing conditions, and transform systems and structures to reduce future vulnerabilities.

The vision emphasizes the protection of local communities, institutions, and ecosystems as interconnected elements of a resilient society. Communities are at the center of this vision, recognizing that disaster risk management must ultimately serve the needs and priorities of the Somali population. Institutions, including government agencies, civil society organizations, and traditional authorities are essential for coordinating and implementing disaster risk management activities. Ecosystems provide critical services that support both disaster risk reduction and sustainable development, and their protection is essential for long-term resilience.

The vision also emphasizes the integration of disaster risk management with sustainable development, recognizing that these are not separate objectives but mutually reinforcing goals. Sustainable development that fails to account for disaster risks is ultimately unsustainable, while disaster risk management that does not contribute to development goals will lack the political and financial support necessary for long-term success.

### **Mission Statement**

" To strengthen inclusive, coordinated, and anticipatory disaster risk management across all levels of government and society, building resilience through risk-informed development, effective governance, and community empowerment."

The mission statement articulates how Somalia will work toward achieving its vision for disaster risk management. The mission emphasizes several key principles that guide the policy's approach.

Inclusivity is fundamental to the mission, recognizing that effective disaster risk management requires the participation of all segments of society. This includes ensuring that women, men, children, elderly persons, persons with disabilities, and marginalized communities all have opportunities to participate in disaster risk management activities and benefit from resilience-building efforts. Inclusivity also means addressing the differentiated impacts of disasters on different groups and ensuring that disaster risk management interventions do not exacerbate existing nor perceived inequalities.

Coordination is essential given the complex and multi-sectoral nature of disaster risks. The mission emphasizes the need for coordination across all levels of government, from federal to local, as well as coordination between government and non-government actors. This includes coordination between different sectors, such as agriculture, livestock, environment, health, education, and infrastructure, etc as well as coordination between disaster risk management and related fields such as climate change adaptation and conflict prevention.

The anticipatory approach represents a fundamental shift from reactive disaster management to proactive risk management. This involves developing systems and capacities that can identify and address risks before they become disasters, including early warning systems, risk assessments, and preventive measures. An anticipatory approach also involves building adaptive capacity that enables communities and institutions to adjust to changing risk conditions over time.

Risk-informed development is a core element of the mission, emphasizing that all development decisions should take disaster risks into account. This involves conducting risk assessments as part of development planning, ensuring that development investments contribute to risk reduction rather than creating new vulnerabilities, and integrating disaster risk considerations into sectoral policies and programs.

Effective governance is essential for implementing disaster risk management policies and programs. This involves establishing clear institutional frameworks, developing appropriate legal and regulatory systems, ensuring accountability and transparency, and building technical and operational capacity across the disaster risk management system.

Community empowerment recognizes that communities are often the first responders to disasters and possess valuable knowledge and capacities for managing risks. The mission emphasizes the importance of building local capacity, supporting community-based disaster risk management initiatives, and ensuring that communities have the resources and authority they need to protect themselves and contribute to broader resilience-building efforts.

## **Policy Goal**

To reduce disaster risk and build resilience across Somalia through effective, inclusive, and coordinated disaster risk management that protects lives, livelihoods, and development gains while contributing to sustainable peace and prosperity.

This overarching goal reflects Somalia's commitment to transforming its approach to disaster risk management from a primarily reactive system focused on emergency response to a comprehensive, proactive system that addresses the full spectrum of disaster risk management activities. The goal emphasizes protecting human life as the highest priority, while also recognizing the importance of safeguarding livelihoods and development investments that are essential for long-term prosperity and stability.

The goal explicitly links disaster risk management to broader development and peace-building objectives, recognizing that effective disaster risk management can contribute to sustainable development and conflict prevention, while poor disaster risk management can undermine both development gains and peace efforts. This integration reflects the understanding that disaster risk management is not a standalone sector but rather a crosscutting approach that must be integrated into all aspects of governance and development.

## Guiding Principles

The implementation of Somalia's disaster risk management policy is guided by seven core principles that reflect international best practices while addressing Somalia's specific context and needs.

### 1. Risk-Informed Development

All development planning and investment decisions must integrate disaster risk considerations to ensure that development activities contribute to resilience rather than creating new vulnerabilities. This principle requires that disaster risk assessments become a standard part of development planning processes, that development investments are designed to withstand likely hazards, and that development outcomes include measures of risk reduction and resilience building.

Risk-informed development involves several key elements:

1. First, it requires comprehensive risk assessments that identify the hazards, vulnerabilities, and capacities that characterize different areas and communities. These assessments must be updated regularly to reflect changing conditions and new information.
2. Second, it involves the integration of risk information into planning processes at all levels, from national development plans to local community development initiatives.
3. Third, it requires that development investments be designed and implemented in ways that reduce rather than increase disaster risks. It also involves ensuring that development projects include specific measures to address disaster risks, such as early warning systems, emergency preparedness plans, and risk transfer mechanisms.
4. Fourth, it requires monitoring and evaluation systems that track progress in risk reduction and resilience building, not just the usual traditional development outcomes. This enables adaptive management that can adjust strategies and approaches based on evidence of what is working and what is not.

### 2. Whole-of-Government and Whole-of-Society Approach

Disaster risk management requires coordinated action across all government levels and sectors, involving communities, private sector, civil society, and international partners in a unified approach to building resilience. This principle recognizes that disaster risks are complex and multi-faceted, requiring responses that draw on the capacities and resources of all sectors of society.

A whole-of-government approach involves coordination across different levels of government, from federal to local, as well as coordination across different sectors and ministries. This requires clear institutional frameworks that define roles and responsibilities, effective coordination mechanisms that enable information sharing and joint planning, and capacity building that ensures all relevant government actors have the knowledge and skills they need to contribute to disaster risk management.

A whole-of-society approach extends coordination beyond government to include all relevant non-government actors. This includes civil society organizations, which often have strong connections to communities and specialized expertise in particular aspects of disaster risk management. It includes the private sector, which controls significant resources and infrastructure that are critical for disaster risk management. It includes academic and research institutions, which can provide technical expertise and evidence to inform policy and practice.

The approach also emphasizes the importance of international partnerships, recognizing that disaster risks often cross borders and that Somalia can benefit from sharing experiences and resources with other countries and international

organizations. However, international partnerships must be based on principles of national ownership and leadership, ensuring that external support strengthens rather than undermines domestic capacity.

### 3. Gender Equality and Social Inclusion

Disaster risk management policies and programs must address the differentiated impacts of disasters on different groups and ensure equal participation and benefit for all members of society. This principle recognizes that disasters do not affect all people equally, and that effective disaster risk management must address these differences explicitly.

Gender equality is a fundamental aspect of this principle, recognizing that women and men often face different risks and have different capacities for managing those risks. Women may be more vulnerable to certain types of disasters due to social norms that limit their mobility or access to resources. At the same time, women often possess valuable knowledge and skills for disaster risk management that should be recognized and utilized.

Social inclusion extends beyond gender to the “Leaving-No-One-Behind (LNOB)” principle, addressing the needs and rights of all marginalized groups, including children, elderly people, persons with disabilities, ethnic minorities, and displaced populations. These groups may face peculiar vulnerabilities during disasters and may be excluded from disaster risk management planning and implementation processes.

Ensuring gender equality and social inclusion requires specific measures to address barriers to participation and to ensure that disaster risk management interventions benefit all members of society. This may involve targeted capacity-building programs, specific protection measures for vulnerable groups, and participatory planning processes that ensure all voices are heard.

### 4. Conflict Sensitivity and Do No Harm

All disaster risk management interventions must be conflict-sensitive, avoiding actions that could exacerbate tensions or create new conflicts, while contributing to peace-building and social cohesion. This principle is particularly important in Somalia's context, where three decades of conflict have created complex dynamics that must be carefully considered in all development and humanitarian interventions.

Conflict sensitivity involves understanding how disaster risk management interventions may interact with existing conflict dynamics and designing interventions to minimize negative impacts while maximizing positive contributions to peace and stability. This requires conflict analysis as part of disaster risk management planning, consultation with communities and conflict-affected groups, and monitoring systems that can identify and address unintended consequences.

The "Do No Harm" approach provides a framework for ensuring that disaster risk management interventions do not inadvertently contribute to conflict or instability. This involves analyzing how interventions may affect different groups, how they may interact with existing grievances and tensions, and how they can be designed to promote rather than undermine social cohesion.

At the same time, disaster risk management can contribute positively to peacebuilding by providing opportunities for cooperation across conflict lines, by addressing grievances related to resource scarcity and environmental degradation, and by strengthening institutions and governance systems that support peace and stability.

### 5. Localization and Subsidiarity

Disaster risk management decisions and actions should be taken at the most appropriate level, with strong emphasis on local ownership, community participation, and decentralized implementation. This principle recognizes that

communities are often best placed to understand their own risks and to implement appropriate responses, while also acknowledging that some aspects of disaster risk management require coordination and resources at higher levels.

Localization involves building the capacity of local actors, including local government authorities, community organizations, and traditional institutions, to lead disaster risk management efforts in their areas. This requires transferring not only responsibility but also authority and resources to local levels, ensuring that local actors have the tools they need to be effective.

Subsidiarity provides a framework for determining which level of government or society is most appropriate for different types of disaster risk management activities. Generally, this principle suggests that decisions should be made at the lowest level that has the capacity and authority to address the issue effectively. For example, community-level early warning systems may be most appropriately managed at the local level, while national early warning systems require coordination at the federal level.

However, localization and subsidiarity must be balanced with the need for coordination and standardization across different levels and areas. This requires clear frameworks that define roles and responsibilities at different levels, effective communication and coordination mechanisms, and capacity building that ensures all levels have the knowledge and skills they need to fulfill their roles effectively.

## 6. Resilience and Sustainability

Building long-term resilience through sustainable practices that enhance the ability of communities and systems to absorb, adapt, and transform in the face of disasters. This principle emphasizes that disaster risk management is not just about responding to immediate threats but about building the long-term capacity of communities and systems to deal with future challenges.

Resilience involves several interconnected capacities. The ability to absorb shocks refers to the capacity to withstand disasters without fundamental changes to systems and structures. This might involve building stronger infrastructure, diversifying livelihoods, or establishing emergency reserves. The ability to adapt refers to the capacity to adjust systems and practices in response to changing conditions. This might involve adopting new technologies, changing agricultural practices, or developing new institutional arrangements.

The ability to transform refers to the capacity to fundamentally change systems and structures when adaptation is not sufficient. This might involve relocating communities away from high-risk areas, changing economic systems, or establishing new governance arrangements. Transformation is often the most challenging aspect of resilience, as it requires significant changes to established ways of doing things.

Sustainability is essential for ensuring that resilience-building efforts can be maintained over time. This involves ensuring that disaster risk management interventions are environmentally sustainable, economically viable, and socially acceptable. It also involves building domestic capacity and resources so that disaster risk management efforts do not depend indefinitely on external support.

## 7. Transparency and Accountability

Ensuring open, transparent, and accountable governance in all disaster risk management activities, with clear roles, responsibilities, and mechanisms for oversight and feedback. This principle recognizes that effective disaster risk management requires public trust and confidence, which can only be maintained through transparent and accountable governance systems.

Transparency involves making information about disaster risk management policies, programs, resources, and outcomes available to the public. This includes information about risk assessments, planning processes, resource

allocation, and implementation results. Transparency enables public participation in disaster risk management and helps ensure that interventions are responsive to community needs and priorities.

Accountability involves establishing clear mechanisms for oversight and feedback that enable communities and other stakeholders to hold disaster risk management actors responsible for their performance. This includes formal accountability mechanisms, such as parliamentary oversight and audit systems, as well as informal mechanisms, such as community feedback and media scrutiny.

Accountability also involves establishing clear roles and responsibilities for different actors in the disaster risk management system, ensuring that everyone understands what they are expected to do and how their performance will be measured. This requires clear institutional frameworks, performance standards, and monitoring and evaluation systems that track progress and identify areas for improvement.

## **Policy Strategic Pillars**

The revised National Disaster Risk Management Policy is organized around eight strategic pillars that provide a comprehensive framework for addressing all aspects of disaster risk management. These pillars are interconnected and mutually reinforcing, requiring coordinated implementation to achieve maximum effectiveness.

### **Pillar 1: Risk Identification and Knowledge Management**

**Objective:** Develop comprehensive understanding of disaster risks and vulnerabilities to inform evidence based decision making across all levels of government and society.

Risk identification and knowledge management form the foundation of effective disaster risk management, providing the evidence base that informs all other activities. Without accurate and up-to-date information about risks, vulnerabilities, and capacities, it is impossible to design effective interventions or allocate resources efficiently.

This pillar encompasses several key components that work together to create a comprehensive risk information system. Multi-hazard risk assessments provide detailed analysis of the various hazards that threaten different areas of Somalia, including their likelihood, intensity, and potential impacts. These assessments must be conducted at multiple scales, from national overviews to community-level detailed studies, and must be updated regularly to reflect changing conditions.

Vulnerability and exposure mapping involves systematic analysis of the factors that make different communities and systems susceptible to disaster impacts. This includes physical vulnerability related to infrastructure and housing quality, social vulnerability related to poverty and marginalization, economic vulnerability related to livelihood systems and market access, and environmental vulnerability related to ecosystem degradation and climate change.

Early warning systems represent a critical application of risk information, providing timely alerts about emerging threats that enable early action to reduce impacts, as described further under Pillar 3. Somalia's early warning systems must be multi-hazard, covering drought, floods, cyclones, disease outbreaks, and other relevant threats. They must also be multi-level, providing information that is relevant for decision-makers at national, regional, and local levels.

Risk information sharing platforms ensure that risk information is accessible to all relevant stakeholders and can inform decision-making across different sectors and levels. This includes both technical platforms for sharing data and analysis among experts, and communication platforms for sharing risk information with communities and the general public in accessible formats.

Research and knowledge generation activities support the continuous improvement of risk understanding through scientific research, documentation of traditional knowledge, and analysis of disaster experiences. This includes

partnerships with academic institutions, support for local research capacity, and mechanisms for capturing and sharing lessons learned from disaster experiences.

The implementation of this pillar requires significant investment in technical capacity, data collection systems, and analytical tools. It also requires strong partnerships between government institutions, research organizations, and international partners to leverage expertise and resources effectively.

## **Pillar 2: Prevention, Mitigation, and Resilient Development**

Objective: Reduce disaster risks through structural and non-structural measures integrated into development planning and implementation across all sectors.

Prevention and mitigation represent the most cost-effective approaches to disaster risk management, addressing risks before they become disasters and reducing the need for expensive emergency response and recovery activities. This pillar emphasizes the integration of risk reduction measures into all aspects of development planning and implementation.

Risk-informed land use planning is a fundamental component of this pillar, ensuring that development activities are located and designed to minimize exposure to hazards. This includes zoning regulations that restrict development in high-risk areas such as flood plains and unstable slopes, as well as guidelines for safe development in areas where some level of risk is unavoidable. Land use planning must be participatory, involving communities in decisions about how their areas are developed.

Building codes and standards ensure that infrastructure and housing are designed and constructed to withstand likely hazards. Somalia currently lacks comprehensive building codes in many areas, creating significant vulnerabilities to earthquakes, floods, and other hazards. Developing and enforcing appropriate building standards is essential for reducing disaster risks, particularly in rapidly growing urban areas.

Ecosystem-based disaster risk reduction involves the protection and restoration of natural ecosystems that provide disaster risk reduction services. This includes watershed management to reduce flood risks, coastal ecosystem protection to reduce storm surge impacts, and rangeland management to reduce drought vulnerability. Ecosystem-based approaches often provide multiple benefits beyond disaster risk reduction, including biodiversity conservation and climate change mitigation.

Infrastructure resilience involves designing and maintaining critical infrastructure systems to withstand disasters and continue functioning during emergencies. This includes transportation networks, water and sanitation systems, energy systems, and communication networks. Resilient infrastructure is essential for effective disaster response and for maintaining economic activity during and after disasters.

Livelihood diversification helps communities reduce their vulnerability to disasters by developing multiple sources of income that are not all affected by the same hazards. This is particularly important for pastoral and agricultural communities that depend heavily on climate-sensitive activities. Livelihood diversification strategies must be appropriate for local contexts and must not create new vulnerabilities.

The implementation of this pillar requires close coordination between disaster risk management institutions and development planning agencies at all levels. It also requires significant investment in capacity building, particularly for local government institutions that are responsible for land use planning and building regulation.

### Pillar 3: Preparedness and Early Warning Systems

Objective: Enhance readiness to respond effectively to disasters through comprehensive preparedness measures that enable rapid and coordinated action when disasters occur.

Preparedness activities bridge the gap between risk reduction and emergency response, ensuring that communities and institutions are ready to act quickly and effectively when disasters threaten or occur. Effective preparedness can significantly reduce disaster impacts and save lives, even when prevention and mitigation measures are insufficient to eliminate risks entirely.

Multi-hazard early warning systems provide the foundation for effective preparedness, offering timely and accurate information about emerging threats that enable early action. Somalia's early warning systems must be comprehensive, covering all relevant hazards, and must be designed to trigger specific preparedness and response actions rather than simply providing information. This requires clear protocols that link different levels of warning to specific actions by different actors.

The Federal Government recognizes that effective preparedness requires pre agreed anticipatory action protocols that link early warning information to timely, pre-financed actions. SoDMA, in collaboration with disaster management agencies in each Federal Member State, shall establish and periodically update hazard specific anticipatory action/early action protocols.

These protocols will:

1. Define hazard specific triggers and thresholds (e.g., forecast lead times, river gauge levels, drought indices amongst others)
2. Set out pre-financed anticipatory actions to be taken once thresholds are reached
3. Clarify institutional roles and responsibilities through role cards and SOPs
4. Link to national disaster risk financing instruments to ensure predictability of resources.

The protocols shall be issued as a separate operational framework and, shall be reviewed/updated annually and tested through simulation exercises.

Emergency response planning involves developing detailed plans for how different institutions and communities will respond to different types of disasters. These plans must be specific enough to guide action during emergencies, but flexible enough to adapt to the specific circumstances of each disaster. Response plans must be developed at multiple levels, from national plans that coordinate overall response efforts to community plans that guide local action.

Capacity building and training ensure that individuals and institutions have the knowledge and skills they need to implement emergency response plans effectively. This includes technical training for emergency responders, leadership training for coordination roles, and community training for self-protection and mutual assistance. Training programs must be regular and practical, involving exercises and simulations that test and improve response capabilities.

Resource pre-positioning involves strategically locating emergency supplies and equipment where they can be quickly deployed when disasters occur. This includes relief supplies for affected populations, equipment for search and rescue operations, and materials for emergency repairs to critical infrastructure. Pre-positioning strategies must balance the need for rapid access with the costs of maintaining stockpiles and the risks of supplies being damaged or stolen.

Communication systems ensure that accurate information can be shared quickly among all relevant actors during emergencies. This includes both technical communication systems such as radio networks and satellite

communications, and public communication systems that can reach affected populations with life-saving information. Communication systems must be redundant and resilient, able to function even when primary systems are damaged.

The implementation of this pillar requires sustained investment in systems and capacity that may not be used for extended periods but must be ready to function effectively when needed. It also requires regular testing and updating to ensure that preparedness measures remain effective as conditions change.

Impact, Inclusivity, and Integration in the Somali DRM Policy: A Framework for Resilience

The revised Somali Disaster Management Policy represents a significant evolution in the nation's approach to handling recurrent crises. Moving beyond traditional, reactive models, the policy establishes a modern, peoplecentered framework built on four critical and interconnected pillars: impact-based warnings, deep inclusivity, a comprehensive end-to-end approach, and robust system integration. This sub-section explores how these themes are woven throughout the policy, aligning it with global best practices and positioning Somalia to build sustainable resilience.

From Forecasting to Impact: The Shift to Impact-Based Warnings

The policy marks a crucial shift from simply forecasting hazards to communicating their potential impacts. An impact-based early warning system (EWS) answers not just what the weather will be, but what the weather will do. This approach is critical for enabling timely and effective action.

*The policy mandates that Somalia's multi-hazard early warning systems "must be designed to trigger specific preparedness and response actions rather than simply providing information." This is achieved through clear protocols that link different warning levels to specific actions by various actors, a core tenet of impact-based forecasting.*

The framework calls for the establishment of hazard-specific Anticipatory Action/Early Action protocols. These protocols define clear triggers (e.g., river gauge levels, drought indices) that automatically set in motion prefinanced actions, bridging the gap between a warning and a life-saving response. This aligns directly with global calls from the United Nations Office for Disaster Risk Reduction (UNDRR) to make warnings more actionable and people-centered.

Leaving No One Behind: A Commitment to Inclusivity

The policy is grounded in a whole-of-society approach, explicitly recognizing that disasters affect different groups in different ways. The guiding principles of Gender Equality and Social Inclusion and Localization ensure that the needs of the most vulnerable are central to all DRM activities.

*The mission statement itself pledges to "strengthen inclusive, coordinated, and anticipatory disaster risk management." The policy elaborates on this by mandating the inclusion of women, children, the elderly, persons with disabilities, and marginalized communities in all stages of DRM, from planning to implementation.*

This commitment is operationalized through several key actions:

| Inclusive Practice                   | Policy Mandate                                                                                                                                  |
|--------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|
| Gender Mainstreaming                 | Ensures that the different risks, capacities, and needs of women and men are addressed. It supports strengthening women's participation in DRM. |
| Community-Based DRM                  | Empowers local communities to assess their own risks and lead the development of preparedness and mitigation plans.                             |
| Integration of Traditional Knowledge | Recognizes and incorporates the valuable knowledge that pastoral and agricultural communities have developed for managing risks.                |

|                              |                                                                                                                              |
|------------------------------|------------------------------------------------------------------------------------------------------------------------------|
| Engaging Marginalized Groups | Includes specific provisions for engaging youth organizations, women's groups, and traditional authorities in DRM processes. |
|------------------------------|------------------------------------------------------------------------------------------------------------------------------|

This deep-seated focus on inclusivity ensures that resilience is built for everyone, a core principle of the Sendai Framework and a recognized best practice for effective DRM.

### The Complete Chain: An End-to-End Approach

The policy's structure, built around eight strategic pillars, creates a seamless, end-to-end system for managing risk. It connects every phase of the disaster management cycle, ensuring that efforts are coordinated and mutually reinforcing.

This end-to-end approach is visualized in the policy's logic:

1. **Risk Identification (Pillar 1):** Begins with a comprehensive understanding of hazards and vulnerabilities.
2. **Early Warning (Pillar 3):** Uses risk knowledge to build multi-hazard EWS that provide timely and actionable alerts.
3. **Preparedness & Action (Pillar 3):** Links warnings directly to pre-agreed anticipatory actions and preparedness measures.
4. **Response & Recovery (Pillar 4):** Guides effective response during a crisis and ensures that recovery efforts build back better.

This integrated cycle prevents the fragmentation that often plagues disaster management, ensuring that a warning is not just an alert, but the first step in a well-rehearsed and coordinated response.

### Building Bridges: System Integration and Interoperability

Recognizing that disaster risk is a cross-cutting development challenge, the policy places strong emphasis on system integration and interoperability. It mandates that DRM systems must not operate in a silo but must connect with other critical national systems. Key areas of integration include:

1. **DRM and Climate Change Adaptation:** The policy ensures that DRM efforts are aligned with Somalia's National Adaptation Plan, allowing for the blending of DRM and climate finance to achieve co-benefits.
2. **DRM and Development Planning:** It explicitly aligns with Somalia's National Transformative Plan, mainstreaming risk considerations across all development sectors like agriculture, health, and infrastructure.
3. **DRM and Social Protection:** A critical innovation is the formal link to Shock-Responsive Social Protection (SRSP). The policy mandates the establishment of operational guidelines for expanding national safety nets in response to disaster warnings. This requires data interoperability between SODMA, the Ministry of Labour and Social Affairs (MOLSA), and national social registries to ensure that support reaches the most vulnerable households quickly and efficiently.

This focus on interoperability is a best practice that enhances efficiency, reduces duplication, and leverages existing systems to deliver assistance more effectively during a crisis.

In summary, the Somali DRM Policy's emphasis on impact-based warnings, inclusivity, end-to-end approaches, and system integration makes it a forward-looking and robust framework. By embedding these modern principles into its core, the policy moves beyond simply managing disasters and toward proactively building a resilient society where all citizens are protected and can thrive in the face of evolving risks.

### Pillar 4: Response, Relief, and Recovery

Objective: Ensure effective, coordinated, and timely response to disasters with focus on saving lives, reducing suffering, and building back better for increased resilience.

**4.1. Emergency Response Coordination:** Emergency response represents the most visible aspect of disaster risk management, involving the immediate actions taken to save lives, reduce suffering, and meet the basic needs of affected populations. While the goal of disaster risk management is to reduce the need for emergency response through

effective risk reduction and preparedness, response capabilities remain essential for addressing disasters that cannot be prevented.

Emergency response coordination ensures that the various actors involved in disaster response work together effectively rather than duplicating efforts or working at cross-purposes. This requires clear coordination mechanisms with defined roles and responsibilities, effective information sharing systems, and strong leadership that can make decisions quickly under pressure. Coordination must occur at multiple levels, from national coordination of overall response efforts to local coordination of community-level activities.

**4.2. Humanitarian Assistance:** Humanitarian assistance aims providing immediate relief to meet the basic needs of disaster affected populations, including food, water, shelter, healthcare, and protection services. Humanitarian assistance must be provided according to humanitarian principles of humanity, neutrality, impartiality, and independence, and must be designed to support rather than undermine local capacities and systems.

**4.3. Shock Response Social Protection:** SRSP is an essential component of Somalia's disaster response architecture and provides a structured way to scale assistance rapidly to vulnerable households before and during crises. In line with the revised 2025 institutional structures and the Standard Operating Procedure (SOP) between SoDMA and MoLSA on shock response and social protection, signed on 25 October 2025, SoDMA shall serve as the lead agency for emergency coordination and shall lead the national coordination of SRSP, ensuring that early warning products, rapid assessments and shock response triggers translate into timely and predictable support to affected households.

The Ministry of Labour and Social Affairs (MoLSA), as the lead agency for social protection, retains overall leadership of the national social protection system. Through the Unified Social Registry (USR), MoLSA will continue to provide systems-based support, ensuring interoperability between SRSP delivery mechanisms and the national social protection system.

Under this policy framework, and as set out in Sections 3 to 5 of the SOP:

- SoDMA leads the overall coordination of national shock response, including adaptive and anticipatory actions; provides strategic direction and policy alignment for shock-responsive interventions within the national disaster risk management and resilience frameworks; and facilitates multi-sector coordination among ministries, UN agencies, NGOs and development partners. In close collaboration with MoLSA and partners, it leads the development and periodic update of the National Shock Responsive Strategy.
- SoDMA conducts risk analysis, early warning and rapid assessments, and triggers the National Response Mechanism through the Early Warning System (EWS) to guide the activation of shock-responsive safety net (SRSN) mechanisms. It activates and coordinates the National Emergency Operations Centre (NEOC) and, in collaboration with MoLSA, develops the Shock Response Plan upon early warning activation or at the onset of a crisis.
- SoDMA leads the implementation of emergency and shock-responsive cash programmes in coordination with MoLSA and partners, and mobilises and coordinates logistics, relief operations and early recovery interventions that integrate SRSN principles.
- MoLSA provides strategic leadership under the National Social Protection Policy and Framework, activates the relevant social protection coordination and support mechanisms to ensure policy and targeting alignment, and oversees the policy, standards and quality assurance of all social protection interventions, including those activated during shocks. It integrates SRSN mechanisms into the USR and the wider social protection system for adaptive response, maintains their continuity, scalability and adaptability during and after shocks, and leads community-level monitoring, grievance redress and feedback mechanisms.
- SoDMA's NEOC and MoLSA's USR and management information systems exchange data in real time, with SoDMA assessment data integrated into the USR to improve targeting and scalability. The two agencies take joint decisions through the National Shock Response Coordination Platform, and a Joint Technical

Committee, co-chaired by MoLSA's Director of Social Protection and the Managing Director of the NEOC (SoDMA), oversees day-to-day coordination.

- Response financing is linked to the National Disaster Risk Management Fund and wider disaster risk financing instruments.

This division of roles ensures that SRSP is treated as a core response instrument, strengthening national ownership and enabling faster, more coherent, government-led action during shocks without duplication between SoDMA and MoLSA.

**4.4: Post Disaster Needs Assessment:** Post-disaster needs assessments provide the analytical foundation for recovery planning. SoDMA, in partnership with line ministries, FMS, and technical partners, shall coordinate the conduct of PDNAs within internationally accepted standards. PDNAs shall assess sectoral impacts, quantify losses and damages, identify recovery needs, and generate evidence to guide mobilization of recovery financing. Community input must be integrated to ensure that recovery priorities reflect local realities and vulnerabilities.

**4.5 Recovery and Reconstruction planning:** Recovery planning starts during the response phase and aims to restore essential services, rehabilitate livelihoods, and rebuild infrastructure in risk-informed and inclusive ways. SoDMA and The MoPIED shall jointly lead national recovery planning, ensuring alignment with national development priorities and coherence with FMS-level recovery strategies.

Recovery plans shall:

- Incorporate risk reduction and “Build Back Better” standards. 7 Address social, economic, and environmental recovery needs.
- Strengthen the resilience of critical infrastructure and services.
- Ensure equitable recovery for vulnerable groups, including IDPs, women, persons with disabilities, and remote communities.

**4.6 Building Back Better:** Building back better approaches ensures that recovery and reconstruction activities reduce rather than recreate vulnerabilities to future disasters. This involves applying risk reduction principles to all recovery activities, using improved standards and practices, and addressing underlying vulnerabilities that contributed to disaster impacts. Building back better approaches requires additional resources and time compared to simple reconstruction but provides much greater long-term benefits.

**4.7: National Logistics Preparedness and Supply Chain Readiness:** To strengthen operational readiness and address existing gaps in logistics capacity, this policy establishes a National Logistics Preparedness Plan aimed at improving supply chain resilience and ensuring timely and efficient delivery of humanitarian assistance. The Plan provides a coordinated framework for pre-disaster planning, resource mobilization, and logistics coordination across government institutions, humanitarian agencies, and private sector actors.

Key components of the Plan include:

- Pre-positioning agreements with logistics providers and suppliers to enable rapid deployment of relief resources during emergencies.
- Identification and establishment of strategic staging hubs in key locations across Somalia for prepositioning of relief supplies and equipment.
- Mapping of alternative transport corridors to ensure continued access even when primary routes are disrupted.

- Detailed last-mile delivery mapping to identify logistical challenges and solutions for reaching remote and hard-to-access communities.

The National Logistics Preparedness Plan shall be tested and updated annually through stress tests and simulation exercises that assess the capacity of the logistics system to respond to different disaster scenarios and identify areas for improvement. These exercises will involve all relevant stakeholders, including government agencies, humanitarian organizations, and private sector logistics providers, to ensure seamless coordination and readiness during emergencies.

The implementation of this pillar requires maintaining response capabilities that can be rapidly scaled up when disasters occur, while also building the capacity for effective recovery planning and implementation. It also requires strong partnerships with humanitarian organizations and development partners who can provide additional resources and expertise when needed.

### **Pillar 5: Institutional Capacity and Coordination**

**Objective:** Strengthen institutional frameworks and coordination mechanisms for effective disaster risk management governance at all levels.

Institutional capacity and coordination provide the organizational foundation for effective disaster risk management, ensuring that the various actors involved in disaster risk management have the capacity they need and work together effectively. Without strong institutions and coordination mechanisms, even the best policies and plans will fail to achieve their objectives.

Institutional capacity development involves building the technical, operational, and management capacity of disaster risk management institutions at all levels. This includes capacity for risk assessment and analysis, planning and coordination, implementation and monitoring, and learning and adaptation. Capacity development must be tailored to the specific roles and responsibilities of different institutions and must be sustained over time to maintain effectiveness.

Inter-agency coordination mechanisms ensure that the various government agencies involved in disaster risk management work together effectively rather than in isolation. This requires clear frameworks that define roles and responsibilities, regular coordination meetings and information sharing, joint planning and implementation activities, and mechanisms for resolving conflicts and disagreements when they arise.

Federal-state coordination addresses the specific challenges of disaster risk management in Somalia's federal system, where responsibilities are shared between federal and state governments. This requires clear frameworks that define which level of government is responsible for different aspects of disaster risk management, mechanisms for cooperation and mutual support, and systems for sharing information and resources.

Regional and international cooperation enables Somalia to benefit from partnerships with neighboring countries and international organizations while also contributing to regional and global disaster risk reduction efforts. This includes participation in regional early warning systems, sharing of experiences and best practices, mutual assistance during major disasters, and collaboration on cross-border risks such as disease outbreaks and environmental degradation.

Technical expertise development ensures that Somalia has the human resources needed for effective disaster risk management across all relevant technical areas. This includes expertise in risk assessment and analysis, early warning systems, emergency management, recovery planning, and other specialized areas. Technical expertise development requires partnerships with academic institutions and international organizations, as well as investment in education and training programs.

The implementation of this pillar requires sustained investment in human resources and institutional systems, as well as strong political commitment to coordination and cooperation across different levels and sectors of government.

#### **Pillar 6: Governance, Legal and Regulatory Framework**

Objective: Establish robust legal and regulatory foundations for effective disaster risk management governance that clarify roles, responsibilities, and procedures.

Legal and regulatory frameworks provide the formal foundation for disaster risk management activities, establishing the authority and responsibility of different institutions, defining procedures for different types of activities, and creating accountability mechanisms that ensure effective implementation. Without adequate legal frameworks, disaster risk management efforts lack the authority and legitimacy they need to be effective.

Legal framework development involves creating comprehensive legislation that addresses all aspects of disaster risk management, from risk assessment and planning to emergency response and recovery. Somalia currently lacks a comprehensive disaster risk management law, relying instead on various sectoral laws and regulations that do not provide a coherent framework for disaster risk management activities.

Policy coherence and integration ensure that disaster risk management policies are consistent with and supportive of other relevant policies, including development policies, environmental policies, and sectoral policies. This requires a systematic review of existing policies to identify conflicts and gaps, development of mechanisms for ensuring coherence in new policy development, and regular updating of policies to maintain coherence as conditions change.

Regulatory enforcement involves implementing and enforcing the various regulations that support disaster risk management, including building codes, land use regulations, environmental regulations, and safety standards. Effective enforcement requires adequate institutional capacity, clear procedures, and appropriate penalties for noncompliance. This policy establishes a time-bound national building code adoption plan with clear milestones for development, adoption, and enforcement. The plan defines roles and responsibilities for the Federal Government of Somalia (FGS) and Federal Member States (FMS) in code development, adoption, and enforcement. It includes the establishment of an inspectorate model with trained building inspectors at federal and state levels, compliance monitoring systems that track adherence to building standards, and a system of penalties for non-compliance that provides effective deterrence while supporting capacity building. The building code will address seismic, flood, and wind hazards relevant to Somalia's context and will be regularly updated to reflect evolving risks and international best practices.

Institutional mandates clarification involves clearly defining the roles and responsibilities of different institutions in the disaster risk management system to avoid duplication and ensure that all necessary functions are covered. This is particularly important in Somalia's complex institutional landscape, where multiple agencies have overlapping mandates and responsibilities.

Compliance monitoring involves establishing systems to monitor compliance with disaster risk management laws and regulations and to identify areas where additional support or enforcement is needed. This includes both formal monitoring by government agencies and informal monitoring by civil society organizations and communities.

The implementation of this pillar requires significant legal and regulatory reform, as well as investment in institutional capacity for policy development, implementation, and enforcement.

#### **Pillar 7: Finance for Disaster Risk Management, Risk Transfer Mechanisms,**

Objective: Ensure adequate and sustainable financing for disaster risk management initiatives and establish risk transfer mechanisms that reduce the financial burden of disasters.

Financing represents one of the most significant challenges for disaster management policy in Somalia, where limited domestic resources and heavy dependence on external assistance create sustainability challenges and limit the scope for long-term risk reduction investments. Developing sustainable financing mechanisms is essential for effective disaster risk management.

Disaster risk management budget allocation involves ensuring that adequate resources are allocated to disaster risk management activities in government budgets at all levels. This requires advocacy for disaster risk management priorities in budget processes, development of evidence-based budget proposals, and mechanisms for tracking and monitoring disaster risk management expenditures.

**National Disaster Risk Management Fund:** The detailed procedures for access, approval, and disbursement — including roles of SoDMA, the Ministry of Finance, and line ministries — shall be developed in Fund Operational Guidelines, in line with the Ministerial National Disaster Management Fund Regulations and the Disaster Risk Financing Strategy. These procedures will establish clear rules, ensure transparency, and guarantee that resources flow quickly and accountably to where they are most needed.

The Somalia Disaster Management Agency (SoDMA) shall exercise executive authority to determine the occurrence of a disaster event and approve the initiation of access to the National Disaster Risk Management Fund, evidenced by a formal declaration from the Commissioner specifying the nature, scale, and geographical scope of the emergency. Upon receipt of such declaration, the Ministry of Finance shall exercise concurrent fiscal oversight limited to verifying available fund balances against Parliamentary appropriations, confirming compliance with Public Financial Management laws, and effecting disbursement to SoDMA or designated implementing entities within forty-eight hours.

#### **Financial management and accountability:**

The Ministry of Finance, in coordination with SoDMA, shall ensure annual budget allocations to replenish the Fund, supported by budget tagging of DRM expenditures. Annual independent audits shall be conducted, and financial and performance reports shall be made publicly available to Parliament, partners, and citizens.

Climate finance access involves accessing international climate finance mechanisms that can support disaster risk management and climate change adaptation activities. This includes funds such as the Green Climate Fund, the Adaptation Fund, and various bilateral climate finance mechanisms. Accessing climate finance requires developing appropriate project proposals and building institutional capacity for managing climate finance resources.

Insurance and risk transfer mechanisms help spread the financial burden of disasters across time and space, reducing the impact of disasters on government budgets and household finances. This includes both traditional insurance products and innovative risk transfer mechanisms such as catastrophe bonds and weather index insurance. Developing appropriate risk transfer mechanisms for Somalia's context requires careful analysis of risks, markets, and institutional capacity.

Private sector engagement involves leveraging private sector resources and expertise for disaster risk management activities, including through public-private partnerships, corporate social responsibility programs, and market-based approaches to risk reduction. The private sector can provide significant resources and expertise for disaster risk management but requires appropriate incentives and regulatory frameworks to participate effectively.

The implementation of this pillar requires significant policy and institutional development, as well as sustained advocacy for increased investment in disaster risk management at all levels.

## **Pillar 8: Community Engagement, Communication, and Local Action**

Objective: Empower communities to participate actively in disaster risk management and build local resilience capacity through inclusive and participatory approaches.

Community engagement and local action represent the foundation of effective disaster risk management, recognizing that communities are often the first responders to disasters and possess valuable knowledge and capacities that must be integrated into formal disaster risk management systems. Empowering communities to participate actively in disaster risk management is essential for building resilience and ensuring that disaster risk management interventions are appropriate and effective.

Community-based disaster risk management involves supporting communities to assess their own risks, develop their own risk reduction and preparedness plans, and implement their own risk reduction activities. This approach recognizes that communities are best placed to understand their own risks and priorities, and that community ownership is essential for the sustainability of disaster risk management interventions.

Public awareness and education ensure that all members of society have the knowledge and skills they need to protect themselves and contribute to disaster risk management efforts. This includes general awareness about disaster risks and risk reduction measures, specific education about early warning signals and appropriate responses, and training in basic emergency response skills such as first aid and search and rescue.

Traditional knowledge integration involves recognizing and incorporating the valuable knowledge and practices that communities have developed over generations for managing disaster risks. This includes traditional early warning systems, indigenous coping mechanisms, and customary resource management practices that contribute to disaster risk reduction.

Local capacity building involves strengthening the technical, organizational, and leadership capacity of communitybased organizations, traditional authorities, and local government institutions to participate effectively in disaster risk management activities. This includes training in risk assessment and planning, organizational development support, and leadership development programs.

Participatory planning processes ensure that communities have meaningful opportunities to participate in disaster risk management planning and decision-making at all levels. This requires developing appropriate consultation mechanisms, providing communities with the information they need to participate effectively, and ensuring that community input is genuinely incorporated into planning processes.

The implementation of this pillar requires a fundamental shift in approach from top-down disaster risk management to participatory approaches that recognize and build on community capacities and knowledge. It also requires significant investment in community engagement processes and capacity building activities.

This policy establishes structured mechanisms for private-sector engagement in disaster risk management and, in alignment with the National Emergency Telecommunications Plan (NETP), mandates that emergency telecommunications be coordinated through the national Emergency Telecommunications Coordination Framework, which defines institutional roles, activation procedures, and information-sharing protocols to ensure network resilience, service continuity, interoperability, and timely nationwide early-warning dissemination. To institutionalize this framework, the policy further recommends developing and adopting National Emergency Telecommunications Regulations to formalize stakeholder obligations, technical standards, emergency activation procedures, priority access arrangements, and compliance requirements during disasters

The policy also supports the development of micro-insurance pilots in partnership with financial institutions to provide affordable risk transfer options for vulnerable households and small businesses. Corporate social responsibility programs will be encouraged and aligned with national DRM priorities.

## ROLES AND RESPONSIBILITIES

The Revised National Disaster Risk Management Policy (2026-2030) of the Federal Republic of Somalia outlines a multi-stakeholder approach to building a risk-resilient nation. A core component of this approach is the clear delineation of roles and responsibilities across various government ministries and agencies. This section provides a detailed outline of these roles, expanding on the information provided in the policy to offer a comprehensive overview of each entity's contribution to disaster risk management (DRM).

### Federal Government Institutions

Federal government institutions form the core of Somalia's disaster risk management system, providing policy leadership, coordination, and implementation capacity at the national level. The effectiveness of these institutions is critical for the success of the overall implementation effort, requiring significant investment in capacity building, institutional strengthening, and coordination mechanism development.

- Somalia Disaster Management Agency (SoDMA) serves as the lead federal institution for disaster risk management, with primary responsibility for coordinating policy implementation across all sectors and levels of government. SoDMA's role in implementation includes serving as the Chair for the National Disaster Management Coordination Committee, developing implementation guidelines and standards, providing technical assistance to Federal Member States and local authorities, coordinating with international partners, and monitoring overall implementation progress. To fulfill these responsibilities effectively, SoDMA requires significant strengthening in terms of human resources, technical capacity, operational systems, and financial resources. The implementation plan includes specific activities to build SoDMA's capacity in strategic planning, coordination, monitoring and evaluation, and technical expertise in all aspects of disaster risk management.
- Ministry of Interior and Federal Affairs (MoIFA) plays the role of advocating disaster management priorities and submitting policies and acts developed by SoDMA to the cabinet and the parliament. The ministry requires strengthening in policy analysis capacity, strategic planning, and coordination with other ministries and levels of government.
- Line ministries play critical roles in implementing disaster risk management within their respective sectors, requiring significant capacity building to mainstream disaster risk considerations into their policies, programs, and operations. For example, the Ministry of Agriculture and Irrigation is responsible for agricultural drought management, food security monitoring, and rural livelihood resilience, requiring strengthening in climate-smart agriculture, early warning systems, and emergency response capacity. The Ministry of Health manages health emergencies, disease surveillance, and health system resilience, requiring capacity building in emergency preparedness, outbreak response, and health system strengthening. The Ministry of Public Works and Reconstruction oversees infrastructure resilience, building standards, and post-disaster reconstruction, requiring technical capacity in risk-informed infrastructure planning, building codes, and resilient construction practices.
- The **Ministry of Finance** provides critical support for disaster risk management financing, budget allocation, and financial management, requiring strengthening in disaster risk financing, contingency fund management, and climate finance access.

- Federal Parliament provides legislative oversight and support for disaster risk management, including review and approval of disaster risk management legislation, budget oversight, and policy guidance.

## Sectoral Ministries Roles and Responsibilities

### 1. Ministry of Finance

The Ministry of Finance is central to the financial sustainability of the DRM policy.

Key Responsibilities:

- **DRM Financing:** Providing critical support for disaster risk management financing, including budget allocation and financial management.
- **Contingency Fund Management:** Overseeing the National Disaster Contingency Fund and ensuring its replenishment through annual budget allocations.
- **Climate Finance Access:** Leading efforts to access international climate finance mechanisms like the Green Climate Fund (GCF) and the Adaptation Fund.
- **Financial Accountability:** Ensuring transparency and accountability in the use of DRM funds through annual independent audits and public reporting.

### 2. Ministry of Agriculture and Irrigation

This ministry is at the forefront of managing risks related to food security and rural livelihoods.

Key Responsibilities:

- **Drought Management:** Leading agricultural drought management and food security monitoring.
- **Livelihood Resilience:** Strengthening rural livelihood resilience through climate-smart agriculture and other interventions.
- **Early Warning Systems:** Developing and strengthening early warning systems for the agricultural sector.

### 3. Ministry of Health

The Ministry of Health is responsible for managing the public health implications of disasters.

Key Responsibilities:

- **Health Emergency Management:** Managing health emergencies and disease surveillance.
- **Health System Resilience:** Strengthening the resilience of the health system to withstand and respond to disasters.
- **Outbreak Response:** Leading preparedness and response efforts for disease outbreaks.

### 4. Ministry of Public Works and Reconstruction

This ministry is responsible for ensuring the resilience of public infrastructure.

Key Responsibilities:

- **Infrastructure Resilience:** Overseeing the resilience of public infrastructure to disaster risks.
- **Building Standards:** Developing and enforcing building standards and codes for disaster-resilient construction.
- **Post-Disaster Reconstruction:** Leading post-disaster reconstruction efforts, incorporating "building back better" principles.

## **5.Ministry of Energy and Water Resources**

This ministry plays a key role in managing water-related risks and ensuring the resilience of energy infrastructure.

Key Responsibilities:

- **Water Resource Management:** Leading efforts in water resource management for drought mitigation and flood control.
- **WASH Sector Coordination:** Coordinating the Water, Sanitation, and Hygiene (WASH) sector's response to emergencies.
- **Infrastructure Resilience:** Ensuring the resilience of water and energy infrastructure to disaster risks.

## **6.Ministry of Environment and Climate Change**

This ministry is central to addressing the environmental drivers of disaster risk and leading climate change adaptation efforts. Key Responsibilities:

- **Environmental Management:** Leading the implementation of the Environmental Management Bill and the National Environment Policy.
- **Climate Adaptation:** Chairing the Environment and Climate Resilience pillar within the National Transformative Plan (NTP) and ensuring the integration of climate adaptation frameworks across national development structures.
- **Ecosystem-Based DRR:** Promoting ecosystem-based disaster risk reduction and sustainable environmental management.

## **7.Ministry of Education**

The Ministry of Education is responsible for ensuring the safety of schools and integrating DRM into the education sector.

Key Responsibilities:

- **School Safety:** Developing and implementing school safety frameworks and disaster preparedness in learning institutions.
- **DRM Education:** Integrating disaster risk reduction into the school curriculum.
- **Education in Emergencies:** Coordinating the education sector's response to emergencies to ensure continuity of learning.

## **8.Ministry of Labour and Social Affairs (MOLSA)**

MOLSA is the lead agency for social protection and plays a key role in shock-responsive social safety nets.

Key Responsibilities:

- **Social Protection Leadership:** Providing strategic leadership for the national social protection system.
- **Shock-Responsive Safety Nets:** Collaborating with SODMA to develop and operationalize the National Shock-Responsive Social Protection (SRSP) Strategy.
- **System Integration:** Integrating SRSP mechanisms into the Unified Social Registry (USR) for adaptive and scalable social protection.

## **Other Key Agencies**

### **National Meteorological Agency**

While not explicitly detailed as a separate entity in the provided text, the functions of a National Meteorological Agency are integral to the policy's emphasis on early warning systems. Its roles can be inferred as follows:

#### Inferred Responsibilities:

- Weather Forecasting and Monitoring: Providing accurate and timely weather forecasts and monitoring of meteorological hazards.
- Early Warning Information: Generating and disseminating early warning information for climate-related hazards such as droughts, floods, and cyclones.
- Data and Research: Collaborating with national and international research institutions to improve climate modeling and forecasting.

The clear delineation of roles and responsibilities across various ministries and agencies is a cornerstone of the Somali's National Disaster Management Policy. This structured approach, with SODMA at the helm of coordination, is designed to ensure a coherent and effective national effort to reduce disaster risks and build a more resilient future for Somalia. The success of this policy will depend on the commitment of each ministry to fulfill its designated role and to work collaboratively within the established coordination mechanisms.

## EMERGENCY DECLARATION

### Federal Government

This policy focuses on climate related disasters that pose threats to both human and the environment (mainly drought, floods, cyclones, mudslides etc). The clauses outlined below emanates from the analysis of best practices aligned with Somalia country context.

1. When a disaster affects multiple States of the country, and is beyond the capacity of the State(s) to provide appropriate leadership and coordination for delivery of assistance and protection of the people, the President of the Federal Government of Somalia may, on the recommendations of SODMA and in consultation with the Cabinet and Heads of Federal Member States, determine that there has been, or in all likelihood<sup>34</sup>, shall be, a severe disaster causing extensive loss of lives, loss of assets and displacement of persons in one or more States, and restoration of normalcy in the area will be beyond the capacity of the State(s), and in such situations, he/she will declare a **national emergency** in the affected areas.
2. Such declaration of national emergency will be determined based on key criterion agreed upon and informed by the following: **scale, complexity, urgency and capacity** (of the States). Specific conditions that will be required for such a declaration are:
  - a) Large scale loss and/or displacement of human lives and animals/livestock.
  - b) Expansive displacement of humans and animals/livestock
  - c) Serious loss and damage to infrastructure, properties and livelihoods.
  - d) Severe damage to health of population, security conditions in the area.
  - e) Irretrievable/irreversible and severe damage to the environment, along with threat to human lives, properties and livelihoods.
3. The declared '**national emergency**' shall be in force for a period recommended by SODMA and may be extended by the President on the advice of the National Disaster Management Council chaired by the PM. Once a national disaster is declared, SODMA, the National Disaster Management Council, and the technical disaster management coordination committee will take the lead and perform the necessary tasks as outlined in the emergency procedures.

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<sup>34</sup> This is applicable for slow-onset disasters like severe droughts which have a potential to lead to famine. The 'likelihood' will be determined by several indicators /trends (like failure of crops, vegetation condition/pasture deterioration, large-scale death of livestock, involuntary migration on a large scale, hyper-inflation, etc.) tracked over a period.

4. When a disaster is **localized** in one or more/isolated States, the National Disaster Management Council and SODMA still bear the responsibility to provide, at the request of the State(s), provide all the necessary support and guidance to the State institutions and assist them in delivery of effective emergency response interventions.
5. The Cabinet Disaster Committee together with SODMA shall lead the launch of disaster appeal immediately an emergency is declared and periodically update /adjust the appeal depending on needs assessment data as these emerge.
6. During all emergency disaster responses, the Commissioner of SODMA/Prime Minister/Permanent Secretary will continue to chair the national coordination group meetings which may meet more frequently, or *ad hoc* as required as opposed to regular meetings during the normal disaster mitigation and preparedness phases. The Chairman will ensure that government agencies coordinate at appropriate levels together with the international humanitarian systems (e.g Humanitarian Clusters etc).
7. The National Disaster Management Coordination Committee will develop allocation criteria and rules for utilization of the National disaster risk management fund and oversee its administration by the SODMA. The funds shall include contributions from the Federal budget and the donations from foreign countries, international organizations and other regional organizations to respond to the emergencies.
8. SODMA shall lead the process of undertaking loss and damage assessment, in partnership with international organizations, and identify priority needs for short-, medium- and long-term recovery and reconstruction.

#### Sub-national Emergency Procedures, Fund Flow, and Governance

This document clarifies the procedures for declaring emergencies at sub-national levels, the flow of disaster response funds, and the governance structures as outlined in the Disaster Management Policy.

#### Sub-national Emergency Declaration Procedures

This policy establishes a clear, decentralized process for declaring emergencies, empowering Federal Member States to act swiftly while ensuring coordination with the federal government. The process is designed to be bottom-up, originating from the most affected areas.

#### Key Steps in the Emergency Declaration Process:

1. **Initial Assessment:** Following a disaster, the initial assessment is conducted by district and regional authorities. They evaluate the scale of the disaster and the capacity of local institutions to respond.
2. **Escalation to State Level:** If the disaster's impact exceeds the local capacity, the district or regional authorities escalate the situation to the Federal Member State government.
3. **State-Level Declaration:** The Federal Member State government, through its own disaster management agency, conducts a further assessment. If deemed necessary, the state's executive body declares a state of emergency for the affected region(s).
4. **Request for Federal Assistance:** Once a sub-national emergency is declared, the Federal Member State can formally request assistance from the Federal Government. The Somali Disaster Management Agency (SODMA) is the designated federal body to coordinate and provide this support.

#### Disaster Response Funds and Governance

The policy establishes a robust financial framework to ensure that funds are available and disbursed efficiently and transparently during emergencies.

## The National Disaster Risk Management Fund

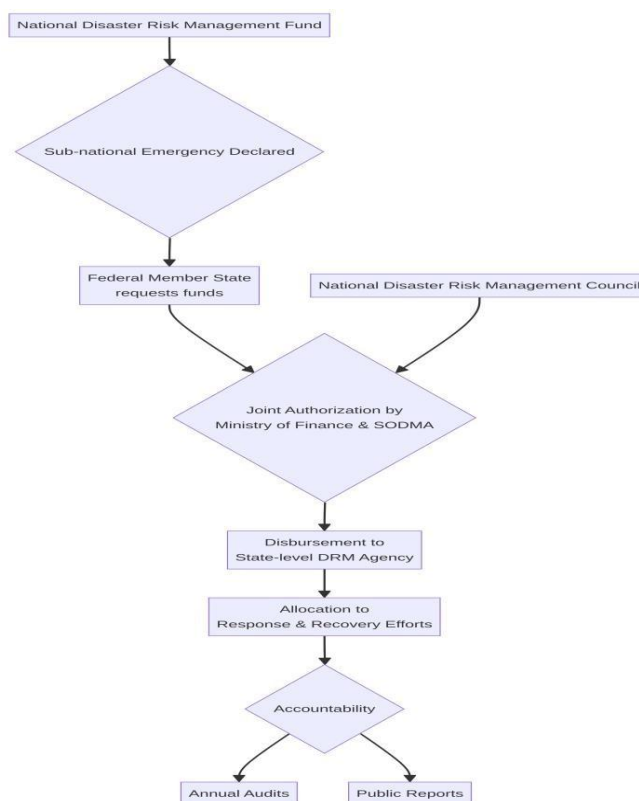
The cornerstone of the financial framework is the National Disaster Risk Management Fund. This fund is capitalized through:

- Annual budget allocations from the Federal Government.
- Special levies on specific economic activities.
- Contributions from international development partners.

## Fund Flow and Governance

1. Accessing the Fund: When a sub-national emergency is declared, the Federal Member State submits a formal request for funds to the federal government.
2. Authorization: The Ministry of Finance and SODMA jointly authorize the disbursement of funds from the National Disaster Risk Management Fund.
3. Oversight: The National Disaster Risk Management Council provides high-level oversight for the fund's administration, ensuring that allocations are aligned with national priorities and needs.
4. Disbursement to States: Once authorized, the funds are disbursed to the respective State-level disaster management agencies.
5. State-Level Management: The state agencies are responsible for the allocation and management of the funds, directing them to the most critical response and recovery efforts within their jurisdiction.
6. Accountability: The policy mandates a high degree of transparency and accountability. This includes:
  - a. The development of Fund Operational Guidelines to detail procedures for access, approval, and disbursement.
  - b. Annual independent audits of the fund.
  - c. Publicly available financial and performance reports submitted to the Parliament, partners, and citizens.

Flowchart: Disaster Response Fund Flow



## Federal Member States and Local Authorities

Federal Member States and local authorities are critical implementers of disaster risk management activities at the sub-national level, requiring significant support and capacity building to fulfill their roles effectively. The federal structure of Somalia creates both opportunities and challenges for disaster risk management implementation, requiring careful attention to coordination mechanisms and capacity development strategies.

- Federal Member State governments have primary responsibility for implementing disaster risk management within their territories, including establishing state-level disaster management agencies, developing state disaster risk management plans, coordinating with federal institutions, and supporting local-level implementation. Each Federal Member State faces different capacity constraints and operates in different risk contexts, requiring tailored support strategies that address specific needs and priorities. They require support for strengthening coordination with federal institutions, developing comprehensive risk assessments, expanding coverage to all districts and capacity building for institutional support.
- Regional and district authorities serve as the primary interface between government and communities for disaster risk management implementation, requiring significant capacity building and resource support. These authorities are responsible for local risk assessment, community engagement, early warning dissemination, emergency response coordination, and recovery planning. However, most regional and district authorities currently lack the technical capacity, resources, and institutional systems needed to fulfill these responsibilities effectively.
- Municipal authorities in major urban centers face unique challenges related to rapid urbanization, informal settlements, and complex urban risk profiles. Mogadishu Municipality requires significant support for urban risk assessment, emergency planning, building code enforcement, and informal settlement upgrading. Other major municipalities including Hargeisa, Garowe, Kismayo, and Baidoa require similar support tailored to their specific contexts and capacity levels.

## Non-State Stakeholders

Non-state actors play essential roles in disaster risk management implementation, providing specialized expertise, community connections, and additional resources that complement government efforts. Effective engagement of non-state actors requires clear frameworks for partnership, coordination mechanisms that enable meaningful participation, and capacity building support that strengthens their contributions to disaster risk management.

1. Civil society organizations bring valuable expertise in community engagement, advocacy, service delivery, and specialized technical areas. International NGOs operating in Somalia possess significant technical expertise and operational capacity for disaster risk management but require better coordination with government institutions and alignment with national priorities.
2. National and local NGOs have strong community connections and cultural understanding but often lack technical capacity and resources for disaster risk management activities. There is need for capacity building programs for national and local NGOs, covering technical training, organizational development, and resource mobilization. Special attention is given to building the capacity of women's organizations, youth groups, and organizations representing marginalized communities.
3. Private sector actors control significant resources and infrastructure that are critical for disaster risk management, but their engagement in disaster risk management activities has been limited. There is need to have in place strategies for engaging the private sector as partners in disaster risk management, including through public-private partnerships for infrastructure resilience, corporate social responsibility programs for community disaster risk management, and market-based approaches to risk transfer and financing.
4. Telecommunications companies play critical roles in early warning dissemination and emergency communication, requiring partnerships for expanding coverage and improving reliability. Construction companies are essential for implementing building standards and resilient construction practices, requiring capacity building in disaster-resistant construction techniques. Financial institutions can support disaster risk financing and risk transfer mechanisms, requiring partnerships for developing appropriate products and services.
5. Academic and research institutions provide essential technical expertise and evidence generation capacity for disaster risk management. The Somali National University and other higher education institutions require support for developing disaster risk management curricula, conducting research on Somalia-specific disaster risk issues, and providing technical assistance to government institutions. International research institutions can provide valuable technical expertise and knowledge transfer, requiring partnerships that build domestic research capacity while addressing immediate technical needs.

## International Partners

The delivery of Somalia's National Disaster Management Policy relies heavily on the engagement of a wide range of international partners who provide technical assistance, financing, operational support, and coordination to strengthen resilience in the face of recurrent crises. These diverse actors are brought together under the coordination of the Federal Government of Somalia, particularly through the National Disaster Management Agency (SoDMA) and the Office of the Prime Minister. Their contributions are aligned not only with the National DRM Strategy (2020–2030) but also with the broader National Development Plan (NDP-9) and the forthcoming National Transformation Plan (2025–2029). This integrated framework ensures that the efforts of international partners reinforce national priorities in resilience, state-building, and sustainable development, thereby enabling Somalia to gradually transition from a cycle of crisis response to a path of long-term risk reduction and resilience building.

1. United Nations agencies play a central role in this regard. Agencies such as UNDRR and UNDP support the alignment of Somalia's DRM framework with the Sendai Framework while also investing in institutional capacity

and governance. UNICEF integrates disaster risk reduction into education, water, sanitation, and child protection systems, while WHO strengthens preparedness within the health sector. WFP and FAO focus on food security, early warning systems, and resilience in agriculture, while UNHCR addresses disaster risks affecting displaced populations. OCHA ensures that humanitarian response and preparedness link seamlessly with resilience-building efforts.

2. International financial institutions complement these efforts by supporting long-term recovery and resilience. The World Bank, through initiatives like the Somalia Crisis Recovery Project, provides critical financing for disaster recovery, early warning, and institutional strengthening, while the African Development Bank and the IMF contribute by promoting fiscal frameworks that enable sustainable DRM financing. At the continental and regional levels, the African Union promotes alignment with Agenda 2063 and the Africa Strategy for Disaster Risk Reduction, while IGAD supports cross-border cooperation through the Drought Disaster Resilience and Sustainability Initiative (IDDRSI), which is particularly relevant to Somalia's recurrent drought challenges. Their engagement must be coordinated to avoid duplication and ensure sustainable impact.
3. Bilateral partners are also significant contributors. The European Union provides funding for resilience, climate adaptation, and institutional reforms, while the US Government has long invested in early warning, preparedness, and humanitarian response, particularly through its resilience-focused programs. Other donors such as the UK FCDO, Germany, Sweden, Norway, Italy, and Japan contribute to strengthening systems, building institutional capacity, and supporting risk-informed development. Global financing mechanisms like the Green Climate Fund and the Global Environment Facility further enhance the DRM agenda by providing resources for climate change adaptation, which is integral to Somalia's resilience-building strategy. The implementation plan includes proposals for donor coordination mechanisms that align international support with national priorities while maintaining donor accountability requirements.
4. Non-governmental organizations, both international and local, form the operational backbone of DRM delivery at the community level. Organizations such as Save the Children, CARE, Oxfam, Mercy Corps, NRC, and World Vision implement disaster preparedness and resilience programs, often in partnership with Somali civil society actors. The Somali Red Crescent Society, supported by IFRC and ICRC, provides humanitarian response and community-based disaster risk reduction services. In addition, Somali private sector actors, particularly in telecommunications, play an emerging role in disseminating early warnings, while remittance flows from the diaspora continue to serve as a vital safety net for vulnerable households.

### Communities and Traditional Institutions

Communities and traditional institutions represent the foundation of disaster risk management in Somalia, possessing valuable knowledge, strong social networks, and established coping mechanisms that must be recognized, supported, and integrated into formal disaster risk management systems. Effective community engagement requires approaches that respect traditional governance systems while building capacity for participation in formal disaster risk management processes.

1. Pastoral communities possess sophisticated traditional knowledge systems for managing drought risk, including traditional early warning indicators, livestock management practices, and mobility strategies. However, these traditional systems are under pressure from climate change, conflict, and market changes, requiring support for adaptation and integration with formal early warning and response systems. Need to have activities that document and integrate traditional early warning knowledge, support community-based natural resource management, and strengthen traditional governance institutions for disaster risk management.
2. Agricultural communities have developed various coping mechanisms for managing flood and drought risks,

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including crop diversification, water harvesting, and mutual support systems. These communities require support

for climate-smart agriculture, improved early warning systems, and strengthened market access to enhance their resilience to disaster risks. There is need for activities that support farmer field schools, promote climate-resilient agricultural practices, and strengthen agricultural early warning systems.

3. Urban communities, particularly those living in informal settlements, face unique disaster risks and often lack access to formal disaster risk management services. These communities have developed informal coping mechanisms and social networks that can be strengthened and integrated into formal disaster risk management systems. There is need for activities that support community-based disaster risk management in urban areas, strengthen informal settlement upgrading programs, and improve access to basic services that reduce disaster vulnerability.
4. Traditional authorities, including clan elders, religious leaders, and customary governance institutions, play critical roles in community mobilization, conflict resolution, and resource management. These authorities possess legitimacy and influence that can be leveraged for disaster risk management activities, but they require support for understanding formal disaster risk management approaches and integrating them with traditional practices. There is need for activities that build the capacity of traditional authorities for disaster risk management, establish formal partnerships between traditional and government institutions, and develop conflict-sensitive approaches that respect traditional governance systems.
5. Women's groups and organizations possess valuable knowledge and skills for disaster risk management but are often excluded from formal decision-making processes. Women play critical roles in household and community disaster preparedness, early warning dissemination, and post-disaster recovery, requiring support for meaningful participation in disaster risk management planning and implementation. There is need for specific activities to strengthen women's participation in disaster risk management, build the capacity of women's organizations, and address gender-specific vulnerabilities and capacities.
6. Youth organizations represent an important resource for disaster risk management activities, possessing energy, innovation, and technological skills that can contribute to disaster risk reduction and response. However, youth are often excluded from disaster risk management planning and decision-making, requiring specific efforts to engage them meaningfully in implementation activities. There is need for activities that support youth participation in disaster risk management, build youth capacity for disaster risk reduction, and leverage youth networks for early warning dissemination and community mobilization.

## COORDINATION MECHANISMS

### National Level Coordination

Disaster Risk Management (DRM) is a cross-cutting and complex national priority that is fundamental to sustainable development in Somalia. Effective DRM requires strong political leadership, sound policy and legal frameworks, risk informed development planning, scientific and data driven approaches, people centred early warning systems, and timely and effective disaster response. The State bears the primary responsibility for reducing disaster risk, which must be exercised through whole-of-government coordination to ensure coherence across policy, planning, financing, and implementation. Recognizing this, the Somalia Disaster Management Agency Establishment Law (2016) establishes the National Disaster Management Council (NDMC) as an interministerial body providing the highest-level national platform for disaster risk management.

The objective of the NDMC is to provide strategic leadership, policy direction, and oversight for disaster risk reduction, preparedness, emergency response, recovery, and resilience building in Somalia. Comprising senior political leadership from relevant ministries, the Council ensures policy coherence, coordinated decision-making, and accountability across sectors, and supports the systematic mainstreaming of disaster risk reduction into national and

sectoral development processes. During major national disasters, the NDMC provides strategic oversight of response operations and guides national resource mobilization and allocation to ensure timely, effective, and well coordinated actions that protects vulnerable populations and supports recovery and reconstruction.

Also at technical level, The SoDMA Establishment law (2025) directs the establishment of National Disaster Management Coordination Committee. The National Disaster Management Coordination Committee (NDMCC) serves as the apex coordination body for disaster risk management implementation, providing strategic oversight, policy guidance, and high-level coordination across all sectors and levels of government. The NDMCC needs to be reconstructed with enhanced mandate and strengthened operational procedures to ensure effective coordination of the complex multi-stakeholder implementation effort required for the revised policy.

The NDMCC is to be chaired by the commissioner of Somali Disaster Management Agency with the Managing director of NEOC serving as the secretariat. Membership to include permanent secretaries from all relevant line ministries, representatives from Federal Member States, representatives from major non-state actors including civil society organizations and private sector associations, and representatives from key international partners. The committee should meet quarterly for regular coordination meetings and can be convened for emergency sessions as needed.

The NDMCC's primary functions include providing strategic oversight for policy implementation, resolving coordination challenges and conflicts between different actors, approving major implementation decisions and resource allocations, monitoring overall implementation progress and performance, and representing Somalia's disaster risk management interests in regional and international forums. The committee to be supported by a permanent secretariat housed within SoDMA that provides technical support, manages information systems, and coordinates between meetings.

Technical Working Groups (TWGs) to be established for each of the eight strategic pillars, serving as the primary vehicles for detailed planning, coordination, and implementation oversight. Each TWG will be co-chaired by representatives from both government and non-government sectors, ensuring balanced leadership and broad participation. The groups include technical experts from relevant government agencies, civil society organizations, academic institutions, and international partners, providing the specialized expertise necessary for effective implementation.

The TWGs will be meeting monthly to review implementation progress, address technical challenges, coordinate activities between different actors, and provide recommendations to the NDMCC on policy and implementation issues. Each TWG develops detailed work plans for their respective pillars, including specific activities, timelines, resource requirements, and performance indicators. The TWGs will also serve as forums for knowledge sharing, capacity building, and peer learning among technical practitioners.

A Federal-State Coordination Forum will be established to address the specific coordination challenges posed by Somalia's federal structure. This forum will include representatives from SoDMA, relevant federal ministries, and disaster management agencies from all Federal Member States. The forum is expected to meet bi-annually to coordinate implementation activities, share experiences and lessons learned, resolve federal-state coordination issues, and develop joint approaches to cross-cutting challenges.

The Federal-State Coordination Forum will focus on clarifying roles and responsibilities between federal and state levels, developing standard operating procedures for federal-state coordination, establishing information sharing mechanisms, coordinating resource allocation and technical assistance, and developing joint responses to major disasters that affect multiple states. The forum is to be supported by regular bilateral consultations between SoDMA and individual Federal Member State disaster management agencies.

## **Sectoral Coordination**

Sectoral coordination mechanisms will ensure that disaster risk management considerations are effectively integrated into all relevant sectors while avoiding duplication and ensuring complementarity between different sectoral interventions. Each major sector establishes a Disaster Risk Management Focal Point Network that brings together disaster risk management practitioners from different institutions within the sector.

The Agriculture and Food Security Sector will establish a coordination mechanism that includes the Ministry of Agriculture and Irrigation, FAO, WFP, FSNAU, and relevant NGOs working on agricultural development and food security. This mechanism coordinates drought early warning and response, agricultural risk reduction programming, livestock emergency interventions, and food security monitoring and analysis. The coordination mechanism is expected to meet monthly during normal periods and weekly during emergencies.

The Health Sector coordination mechanism will include the Ministry of Health, WHO, UNICEF, and health-focused NGOs, coordinating health emergency preparedness and response, disease surveillance and outbreak response, health system strengthening for disaster resilience, and emergency health service delivery. Special attention will be given to coordinating with the broader humanitarian health cluster while strengthening government leadership and ownership.

The Water, Sanitation and Hygiene (WASH) Sector will coordinate emergency WASH response, WASH infrastructure resilience, water resource management for drought mitigation, and hygiene promotion for disease prevention. This coordination mechanism will include the Ministry of Energy and Water Resources, UNICEF, and WASH-focused NGOs, meeting regularly to coordinate programming and share information.

The Education Sector coordination will focus on education in emergencies, school safety and resilience, disaster risk reduction education, and education sector emergency preparedness. The mechanism will include the Ministry of Education, UNICEF, UNESCO, and education-focused NGOs, ensuring that disaster risk considerations are integrated into education planning and that schools serve as community resilience hubs.

The Infrastructure Sector coordination will address infrastructure resilience, emergency infrastructure repair and rehabilitation, infrastructure risk assessment and planning, and building standards and codes. This mechanism will include the Ministry of Public Works and Reconstruction, relevant UN agencies, and infrastructure-focused development partners, coordinating both emergency response and long-term resilience building.

## **Geographic Coordination**

Geographic coordination mechanisms will address the specific coordination challenges posed by Somalia's diverse regional contexts, varying capacity levels, and different risk profiles. Regional Coordination Platforms will be established for each major geographic region, bringing together all relevant actors at the federal member state level. The platform will address the complex coordination challenges in this conflict-affected region, including limited access, security constraints, and the presence of multiple actors with different mandates and approaches. The platform will include government institutions, federal representatives, and relevant non-state actors, focusing on strengthening coordination between different levels of government and ensuring alignment with federal policies and priorities. Special attention will be given to conflict-sensitive programming and ensuring that disaster risk management interventions do not exacerbate existing tensions.

Urban Coordination Mechanisms will be established for major cities to address the specific coordination challenges posed by urban disaster risks and the concentration of multiple actors in urban areas. The Mogadishu Urban Coordination Mechanism will include the Banadir Regional Administration, relevant federal ministries, UN agencies, and NGOs operating in the city. This mechanism will coordinate urban risk assessment, informal settlement upgrading, emergency preparedness, and urban resilience programming.

Similar urban coordination mechanisms will be established for other major cities including Hargeisa, Garowe, Kismayo, and Baidoa, adapted to the specific contexts and capacity levels of each city. These mechanisms will focus on building municipal capacity for disaster risk management while coordinating with regional and national level institutions.

### **International Coordination**

International coordination mechanisms will ensure that external support for disaster risk management implementation is well-coordinated, aligned with national priorities, and contributes to sustainable capacity building rather than creating parallel systems or undermining national ownership.

The Development Partner Coordination Group for Disaster Risk Management will include all major bilateral and multilateral donors supporting disaster risk management in Somalia. This group will meet quarterly to coordinate funding priorities, avoid duplication, share information on programming activities, and align support with national implementation priorities. The group will be co-chaired by the government and a rotating donor representative.

The UN Disaster Risk Management Working Group will coordinate UN agency support for disaster risk management implementation, ensuring that different agencies' comparative advantages are leveraged effectively while avoiding duplication and competition. This working group will include all relevant UN agencies and will coordinate closely with the broader UN Country Team and the UN Sustainable Development Cooperation Framework.

Regional coordination will be strengthened through active participation in IGAD's disaster risk management initiatives, including the IGAD Climate Prediction and Applications Centre (ICPAC), the Drought Disaster Resilience and Sustainability Initiative (IDDRSI), and regional early warning networks. Somalia will also participate actively in African Union disaster risk management initiatives and contribute to continental disaster risk reduction efforts.

Global coordination will include active participation in the Sendai Framework monitoring and reporting processes, contribution to global disaster risk reduction knowledge and practice, and engagement with international disaster risk management networks and platforms. Somalia will share its experience and lessons learned with other countries facing similar challenges while continuing to learn from international best practices.

## **FINANCING DISASTER RISK MANAGEMENT**

The implementation of Somalia's Revised National Disaster Risk Management Policy requires significant financial resources that includes direct implementation costs, institutional strengthening investments, infrastructure development, capacity building programs, and operational expenses for coordination and monitoring systems.

The resource requirements to be distributed the eight strategic pillars reflecting the relative complexity and resource intensity of different types of interventions.

### **Domestic Resource Mobilization**

Establish domestic resource mobilization mechanism, which is a critical component of the financing strategy, both for ensuring sustainability and for building national ownership of disaster risk management investments. The strategy includes both direct budget allocations by integrating DRM into national budgets through program-based budgeting or Public Financial Management (PFM), and innovative domestic financing mechanisms that can generate additional resources for disaster risk management.

Pursue direct budget allocations through advocacy for increased disaster risk management allocations in federal and Federal Member State budgets. This includes establishing disaster risk management as a budget priority, developing evidence-based budget proposals that demonstrate the cost-effectiveness of disaster risk management investments, and creating budget line items specifically for disaster risk management activities.

Establish the National Disaster Contingency Fund as a dedicated financing mechanism for emergency response and risk reduction activities. The fund to be capitalized through annual budget allocations, special levies on certain economic activities, and contributions from development partners.

Some of the innovative financing mechanisms to explore to generate additional domestic resources for disaster risk management include disaster risk bonds that can mobilize private sector investment in risk reduction, special taxes or levies on activities that contribute to disaster risk, and public-private partnerships that leverage private sector resources for disaster risk management investments.

Develop revenue sharing mechanisms to ensure that Federal Member States and local authorities have adequate resources for disaster risk management activities. This includes establishing formulas for sharing disaster risk management resources between different levels of government and creating incentives for local resource mobilization for disaster risk management.

### **International Development Assistance**

International development assistance plays a critical role in financing disaster risk management implementation, particularly in the early phases when domestic capacity and resources are still being developed. Having in place a strategy emphasizes the importance of aligning international assistance with national priorities and ensuring that external support builds rather than undermines domestic capacity.

Bilateral donor support to be mobilized through targeted advocacy and proposal development that demonstrates the alignment between disaster risk management investments and donor priorities. Some key bilateral donors to target include the European Union, United States, United Kingdom, Germany, and Sweden have expressed strong interest in supporting disaster risk management in Somalia.

Pursue multilateral development bank financing through engagement with the World Bank, African Development Bank, and Islamic Development Bank. These institutions can provide both grant and concessional loan financing for disaster risk management investments, particularly for infrastructure resilience and institutional strengthening.

UN agency support continues to be important for technical assistance, capacity building, and emergency response. However, there is need to have in place a strategy that emphasizes the need to ensure that UN support strengthens rather than substitutes for government capacity and that UN programming is aligned with national implementation priorities.

### **Climate Finance Access**

Climate finance represents a significant opportunity for financing disaster risk management activities, given the strong linkages between disaster risk management and climate change adaptation. Somalia's National Adaptation Plan and Nationally Determined Contribution provide the framework for accessing climate finance for disaster risk management activities.

Pursue Green Climate Fund (GCF) financing through the development of comprehensive proposals that address both disaster risk management and climate adaptation objectives. Somalia has been accredited to access GCF financing and has identified disaster risk management as a priority area for climate finance.

Pursue Adaptation Fund financing for community-based adaptation and disaster risk management activities that address the needs of the most vulnerable populations. The Adaptation Fund has specific windows for supporting community-based adaptation that align well with Somalia's community-based disaster risk management priorities.

Other climate finance mechanisms, including the Least Developed Countries Fund, Special Climate Change Fund, and various bilateral climate finance initiatives, will be explored for additional financing opportunities. The strategy includes building institutional capacity for climate finance access, including proposal development, project management, and monitoring and reporting requirements.

### **Risk Layering and Coordinated Financing in the Somalia's NDMP**

The Somali Disaster Risk Management (DRM) Policy adopts a sophisticated and modern approach to financing disaster risk, moving beyond a standalone DRM fund to a more comprehensive risk layering strategy. This strategy is designed to ensure financial resilience by combining multiple financing instruments to address different levels of risk, from frequent, low-impact events to severe, infrequent catastrophes. This sub-section outlines the policy's approach to risk layering<sup>35</sup>, the operating principles of the National Disaster Risk Management Fund, and the mechanisms for coordinating with international climate funds, all benchmarked against global best practices.

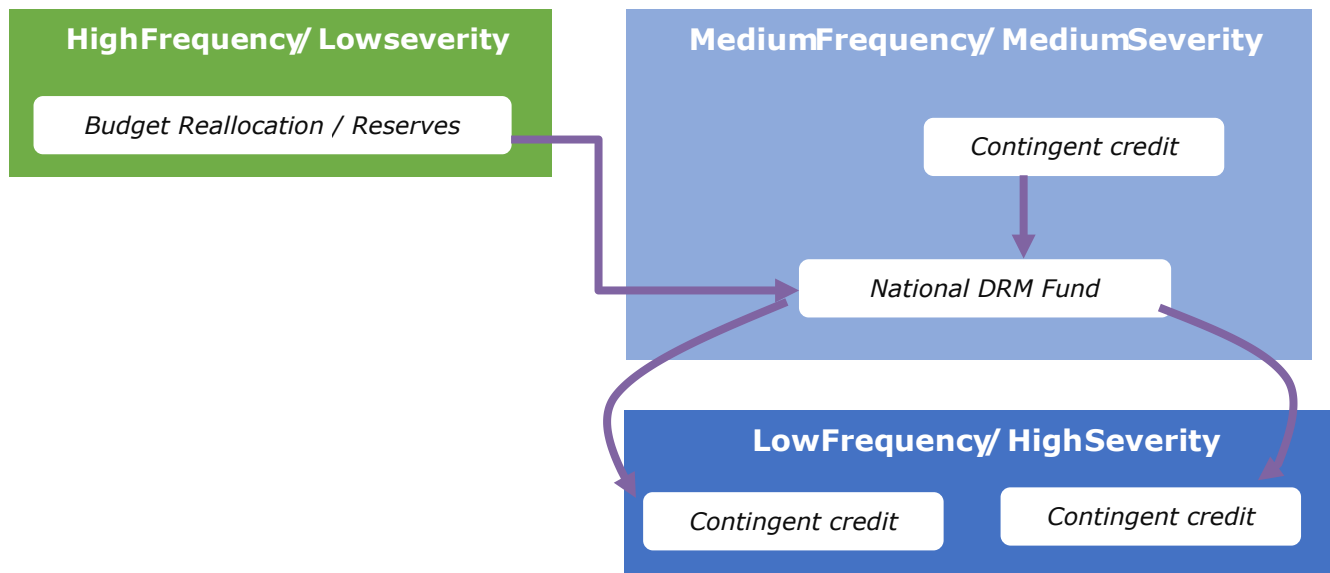
The Somali DRM Policy embraces the risk layering concept by structuring its financing strategy around three distinct layers of risk:

- 1 **High-Frequency, Low-Severity Risks:** These are frequent events with relatively low impact, such as localized floods or dry spells. The policy designates that these risks should be managed through risk retention instruments. This includes national and sub-national contingency funds and budget reserves. These are the most cost-effective tools for managing predictable, recurrent events.
- 2 **Medium-Frequency, Medium-Severity Risks:** These are less frequent but more impactful events, such as regional droughts or major floods. The policy addresses this layer through a combination of larger, dedicated contingency funds and contingent credit facilities from international financial institutions. These instruments provide a quick injection of liquidity when a disaster strikes, without the need for a full-scale international appeal.
- 3 **Low-Frequency, High-Severity Risks:** These are rare but catastrophic events, such as a severe, nationwide famine. For this layer, the policy advocates for risk transfer mechanisms. This includes

sovereign insurance products, such as those offered by the African Risk Capacity (ARC), and other marketbased instruments like catastrophe bonds. These instruments are more expensive but provide large payouts for the most extreme events, protecting the national budget from crippling shocks.

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<sup>35</sup> **The Risk Layering Approach:** Risk layering is a strategic approach to managing the financial impact of disasters by cost-effectively combining different sources of pre-arranged funding. The core principle is that no single financial instrument can provide suitable and affordable protection against all possible risks. Therefore, a layered approach is more efficient and sustainable.



**Schema: The Risk Layering Strategy**

### Operating Principles of the National Disaster Risk Management Fund

The National Disaster Risk Management Fund is a central component of the risk layering strategy, but it is not a standalone solution. It is designed to be a flexible instrument that can be used for all three layers of risk, but its primary role is to manage the high-frequency, low-severity events and to serve as a vehicle for channeling funds from other sources.

The key operating principles of the fund are:

1. **Capitalization:** The fund is capitalized through a combination of annual federal budget allocations, special levies, and contributions from international partners. This diversified funding base enhances its sustainability.
2. **Governance:** The fund is managed jointly by the Ministry of Finance and the Somali Disaster Management Agency (SODMA), with oversight from the National Disaster Risk Management Council. This ensures a balance between financial prudence and operational effectiveness.
3. **Transparency and Accountability:** The policy mandates the development of clear Fund Operational Guidelines, annual independent audits, and publicly available financial and performance reports. This is in line with international best practices for managing public funds.
4. **Flexibility:** The fund is designed to be flexible, allowing for rapid disbursement of funds in an emergency while also supporting long-term risk reduction and resilience-building activities.

### Coordination with Climate Funds

The Somali DRM Policy explicitly recognizes the strong linkages between disaster risk management and climate change adaptation. It therefore places a strong emphasis on coordinating with and accessing international climate funds, such as the Green Climate Fund (GCF) and the Adaptation Fund.

This coordination is guided by the following principles:

- i. **Alignment with National Priorities:** The policy ensures that all proposals to climate funds are aligned with Somalia's National Adaptation Plan and Nationally Determined Contribution. This increases the likelihood of success and ensures that climate finance contributes to the country's overall resilience goals.
- ii. **Institutional**

**Capacity Building:** The policy includes provisions for building the institutional capacity of relevant government ministries to develop high-quality proposals and to manage climate finance resources effectively.

- iii. **Braiding and Blending Finance:** The policy promotes the braiding and blending of different financing sources. This means that DRM funds can be used to co-finance climate adaptation projects, and climate funds can be used to support disaster risk reduction activities. This integrated approach maximizes the impact of available resources and avoids the creation of parallel financing silos.

### Best Practices in Coordination

| Best Practice               | Somali DRM Policy Alignment                                                                                                                                        | Example                                                                                                                                                                |
|-----------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| National Ownership          | The policy emphasizes that all climate finance proposals must be aligned with national priorities and managed through national systems.                            | A GCF proposal for climate-resilient water infrastructure would be led by the Ministry of Energy and Water Resources, with support from SODMA.                         |
| MultiStakeholder Engagement | The policy establishes Technical Working Groups that bring together government, civil society, and international partners to jointly develop and oversee projects. | A Technical Working Group on Climate Finance would include representatives from the Ministry of Finance, Ministry of Environment, SODMA, NGOs, and the private sector. |
| Focus on Co-benefits        | The policy encourages projects that deliver both climate adaptation and disaster risk reduction benefits.                                                          | A project to restore mangrove forests would protect coastal communities from storm surges (DRR) and sequester carbon (climate mitigation).                             |
| Capacity Building           | The policy includes specific provisions for building the technical and institutional capacity of Somali institutions to access and manage climate finance.         | Training workshops for government officials on GCF proposal development and fiduciary standards.                                                                       |

### MONITORING AND EVALUATION FRAMEWORK

#### Introduction

The Monitoring and Evaluation (M&E) of the Somalia DRM policy will be conducted through a results-based M&E framework aligned with national development plans, the Sendai Framework, and relevant climate commitments (e.g., NDCs). SODMA will be the dedicated lead institution to coordinate M&E, working with federal member states, sector ministries, and implementing partners. Once the policy is approved, its M&E framework will be developed as part of the policy implementation plan, identifying key interventions and frameworks to achieve the key results. Baseline assessments will be conducted at the policy inception, followed by routine monitoring using agreed indicators integrated into existing government information systems. Data will be collected quarterly at district and state levels and consolidated nationally, with annual performance reviews to assess progress, challenges, and resource utilisation. A mid-term review (after 2–3 years) will evaluate effectiveness, coordination, and emerging risks, while an end-term evaluation (after 5 years) will assess outcomes, sustainability, and policy impact.

Continuous learning will be supported through after-action reviews following major climate or disaster events, ensuring adaptive management and timely policy adjustments.

#### Results Framework and Theory of Change

The monitoring and evaluation framework for Somalia's disaster risk management policy implementation is to be built around a comprehensive results framework that traces the logical connections between implementation inputs,

activities, outputs, outcomes, and long-term impacts. The framework provides the foundation for tracking progress, assessing effectiveness, and enabling adaptive management throughout the implementation period.

The theory of change underlying the results framework to be developed emphasizes that effective disaster risk management requires a comprehensive approach that addresses institutional capacity, technical systems, community engagement, and enabling environments simultaneously. . The theory assumes that if adequate resources are invested in building institutional capacity, developing technical systems, engaging communities, and creating enabling policy and legal environments, then Somalia will develop effective disaster risk management capabilities that reduce disaster losses and build resilience.

The results framework will be structured around four levels of results that correspond to different time horizons and types of change. Input indicators track the resources invested in implementation, including financial resources, human resources, and technical assistance. Output indicators measure the direct products of implementation activities, such as institutions established, systems developed, people trained, and plans produced.

Outcome indicators measure the intermediate changes that result from implementation outputs, such as improved institutional performance, enhanced early warning effectiveness, increased community resilience, and strengthened coordination. Impact indicators measure the ultimate changes in disaster risk and resilience that represent the longterm objectives of the policy, including reduced disaster losses, improved recovery times, and enhanced overall resilience.

#### Key Performance Indicators

The monitoring and evaluation framework will include a comprehensive set of key performance indicators (KPIs) that enable regular tracking of progress across all aspects of implementation. These indicators shall be designed to be specific, measurable, achievable, relevant, and time-bound (SMART), while also being feasible to collect given Somalia's data collection constraints.

The monitoring and evaluation framework will be anchored in a comprehensive results matrix that establishes clear baselines, targets, and data sources for all key performance indicators. All indicators will be disaggregated by sex, age, and disability to ensure that the policy's impact on different population groups can be tracked and that no one is left behind. The results matrix will include verification methods for each indicator, specifying how data will be collected, validated, and reported.

Data sources will include administrative data from government systems, household surveys, community scorecards, and participatory assessments. Baseline data will be collected during the first year of implementation to establish reference points for measuring progress. Targets will be set for short-term (1-2 years), medium-term (3-4 years), and long-term (5 years) timeframes, aligned with the policy implementation phases. The results matrix will be reviewed and updated annually to reflect progress and adjust targets as needed based on implementation experience and changing contexts.

- i. Institutional Capacity Indicators measure the development of institutional capacity for disaster risk management across all levels of government and society. These include the number of institutions with functional disaster risk management capacity, the percentage of disaster risk management positions filled with qualified staff, the number of people trained in disaster risk management competencies, and the quality of institutional disaster risk management plans and procedures.
  - a. Specific indicators include the establishment and operationalization of the National Disaster Coordination Committee and technical working groups, the completion of institutional strengthening plans for SoDMA and other key institutions, the number of Federal Member State and local institutions with functional disaster risk management capacity, and the percentage of disaster

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risk management staff who meet minimum competency standards.

- ii. Early Warning System Indicators measure the development and performance of multi-hazard early warning systems that provide timely and accurate information for decision-making. These include the geographic coverage of early warning systems, the accuracy and timeliness of warnings, the effectiveness of warning dissemination, and the extent to which warnings trigger appropriate responses.
  - a. Specific indicators to include the percentage of high-risk areas covered by early warning systems for priority hazards, the accuracy rate of early warning forecasts, the percentage of at-risk populations who receive timely warnings, the average time between warning issuance and response activation, and the number of early action interventions triggered by early warnings.
- iii. Risk Reduction Indicators measure progress in reducing underlying disaster risks through prevention, mitigation, and resilient development activities. These include the number of risk assessments completed, the number of risk reduction measures implemented, the amount of investment in risk reduction activities, and the measurable reduction in risk levels.
  - a. Specific indicators to include the number of comprehensive multi-hazard risk assessments completed for priority areas, the number of communities with disaster risk reduction plans, the amount of infrastructure upgraded to disaster-resilient standards, the number of people whose vulnerability to disasters has been reduced through livelihood diversification or other interventions, and the measurable reduction in risk levels in target areas.
- iv. Community Engagement Indicators measure the extent and quality of community participation in disaster risk management activities. These include the number of communities engaged in disaster risk management activities, the quality of community participation, the integration of traditional knowledge and practices, and the empowerment of marginalized groups.
  - a. Specific indicators to include the number of communities with active community-based disaster risk management programs, the percentage of community members who participate in disaster risk management activities, the number of traditional early warning practices documented and integrated into formal systems, the percentage of disaster risk management activities that include meaningful participation by women and marginalized groups, and the number of community-led disaster risk reduction initiatives.

#### Data Collection and Management Systems

Effective monitoring and evaluation require robust data collection and management systems that can provide timely, accurate, and reliable information for decision-making. The framework to be developed shall include multiple data collection methods and sources to ensure comprehensive coverage while minimizing the burden on implementing institutions.

- Administrative Data Systems to be established within SoDMA and other key institutions to track implementation activities, resource utilization, and basic performance indicators. These systems will be integrated with existing government information systems where possible and will use standardized data collection formats and procedures to ensure consistency and comparability.
  - The administrative data systems will track financial expenditures against budget allocations, human resource deployment and capacity development, implementation of planned activities and achievement of output targets, and basic performance indicators for key systems and programs. Data will be collected monthly for operational indicators and quarterly for strategic indicators.

- Survey and Assessment Systems will be used to collect more detailed information on outcomes and impacts that cannot be captured through administrative data systems. These will include regular household surveys to assess community resilience and vulnerability, institutional capacity assessments to track improvements in institutional performance, and specialized studies to assess the effectiveness of specific interventions.
  - Baseline surveys will be conducted at the beginning of implementation to establish reference points for measuring change. Follow-up surveys will be conducted annually to track progress and identify trends. The surveys will use standardized methodologies that enable comparison across different areas and time periods while addressing local specificities and priorities.
- Participatory Monitoring Systems will engage communities and other stakeholders in monitoring implementation progress and assessing the relevance and effectiveness of interventions. These systems will include community scorecards that enable communities to assess the quality and impact of disaster risk management services, stakeholder feedback mechanisms that provide regular input on implementation progress and challenges, and participatory evaluation processes that engage stakeholders in assessing outcomes and impacts.
- Technology-Enhanced Data Collection will leverage mobile technology, satellite imagery, and other technological tools to improve the efficiency and accuracy of data collection. This includes mobile data collection applications that enable real-time data entry and transmission, satellite-based monitoring of environmental conditions and infrastructure development, and social media monitoring to track public awareness and engagement.

### **Learning and Adaptive Management**

The monitoring and evaluation framework shall be designed to support learning and adaptive management throughout the implementation period, enabling continuous improvement based on evidence and experience. This includes regular review and reflection processes, systematic documentation of lessons learned, and mechanisms for adjusting implementation strategies based on new information.

- i. Regular Review Processes will be established at multiple levels to ensure that monitoring and evaluation information is used for decision-making and course correction. Monthly operational reviews will be conducted by implementing institutions to track progress against immediate targets and identify operational challenges. Quarterly strategic reviews will be conducted by the NDCC and technical working groups to assess progress against strategic objectives and make necessary adjustments to implementation plans.
  - a. Annual comprehensive reviews will assess overall implementation progress, evaluate the effectiveness of different interventions, and identify lessons learned and best practices. These reviews will involve all key stakeholders and will result in updated implementation plans and strategies for the following year. Mid-term and final evaluations will provide comprehensive assessments of implementation effectiveness and impact.
- ii. Knowledge Management Systems will capture, organize, and share lessons learned from implementation experience to support continuous learning and improvement. These systems include documentation of best practices and lessons learned from . These case studies provide detailed analysis of successful and unsuccessful approaches, and knowledge-sharing platforms that enable practitioners to share experiences and learn from each other various interventions. These case studies provide detailed analyses of successful and unsuccessful approaches, and knowledge-sharing platforms that enable practitioners to share experiences and learn from one another.

- a. The knowledge management systems will also facilitate sharing of Somalia's experience with other countries facing similar challenges and enable Somalia to learn from international best practices and innovations. This includes participation in international knowledge networks, hosting learning exchanges and study visits, and contribution to global knowledge on disaster risk management in fragile and conflict-affected contexts.
- iii. Adaptive Management Mechanisms will enable systematic adjustment of implementation strategies based on monitoring and evaluation findings. These mechanisms include regular strategy review processes that assess the continued relevance and effectiveness of implementation approaches, flexible implementation modalities that can be adjusted based on changing circumstances and new information, and feedback loops that ensure that lessons learned are incorporated into ongoing implementation.
  - a. The adaptive management approach recognizes that implementation will occur in a dynamic and uncertain environment that requires flexibility and responsiveness. The monitoring and evaluation framework provides the information needed for adaptive management, while the institutional arrangements provide the mechanisms for making necessary adjustments to implementation strategies and approaches.

## IMPLEMENTATION FRAMEWORK OVERVIEW

### Implementation Approach and Principles

The implementation of Somalia's Revised National Disaster Risk Management Policy adopts a systematic, phased approach that balances the urgency of addressing immediate disaster risks with the need to build sustainable, longterm capacity for disaster risk management. The approach shall be guided by several key principles that reflect both international best practices and the specific context and constraints of Somalia's operating environment.

The principle of adaptive management recognizes that implementation must be flexible and responsive to changing conditions, emerging opportunities, and lessons learned during the implementation process. Somalia's complex and dynamic environment requires an implementation approach that can adjust strategies and tactics based on new information, changing political circumstances, and evolving risk profiles. The principle shall be operationalized through regular review and adjustment mechanisms, robust monitoring and evaluation systems, and strong feedback loops that enable continuous learning and improvement.

The principle of incremental capacity building acknowledges that Somalia's institutional capacity for disaster risk management remains underdeveloped and that implementation must proceed at a pace that enables sustainable capacity development. Rather than attempting to implement all aspects of the policy simultaneously, the proposed plan prioritizes foundational activities that create enabling conditions for more complex interventions in later phases.

The principle of multi-stakeholder engagement ensures that implementation involves all relevant actors and leverages the diverse capacities and resources available across government, civil society, private sector, and international partners. This principle recognizes that effective disaster risk management requires coordinated action across multiple sectors and levels, and that no single institution has all the resources and expertise needed for successful implementation.

The principle of conflict sensitivity ensures that all implementation activities are designed and implemented in ways that do not exacerbate existing tensions or create new conflicts. Given Somalia's history of conflict and ongoing security challenges, this principle is essential for ensuring that disaster risk management interventions contribute to peace and stability rather than undermining them. This will require careful analysis of conflict dynamics, consultation with affected communities, and monitoring of unintended consequences.

The principle of sustainability emphasizes the importance of building domestic capacity and ownership to ensure that disaster risk management improvements can be maintained beyond the initial implementation period. This includes developing domestic financing mechanisms, building local technical expertise, and creating institutional arrangements that can function effectively without indefinite external support.

#### Implementation Phases Overview

The implementation plan will be structured around three distinct phases, each with specific objectives, priorities, and expected outcomes that build progressively toward the policy's long-term vision.

- Phase 1: Foundation Building (Years 1-2) focusing on establishing the basic institutional, legal, and operational foundations needed for effective disaster risk management. The primary objective of this phase is to create a functional disaster risk management system that can effectively coordinate emergency response while beginning to address underlying risk factors.
- Phase 2: Capacity Expansion (Years 3-4) building on the foundations established in Phase 1 to expand the scope and sophistication of disaster risk management activities. The primary objective of this phase is to transition from a primarily reactive system to one that can effectively prevent and mitigate disaster risks while maintaining strong response capabilities.
- Phase 3: Consolidation and Scaling (Year 5) focusing on consolidating gains from previous phases, scaling successful interventions to additional areas and populations, and establishing sustainable mechanisms for continued improvement. The primary objective of this phase is to establish a mature disaster risk management system that can function effectively with minimal external support while continuing to evolve and improve.

A more comprehensive implementation framework and operational plan should be developed that include strategic priorities and focus areas, well spelt out command hierarchy, protocols and guidelines, detailed timelines and estimated costs as well as annual action plans and performance indicators. This framework shall provide a clear pathway of transitioning from policy to action (NDMP).

#### **Anticipated Policy Implementation challenges and Mitigations Strategies**

| DRM & Climate Action CI                                                        | Mitigating Strategies                                                                                                                                          |
|--------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Weak institutional coordination across DRM, climate, and sector ministries     | Establish formal inter-ministerial coordination mechanisms and clarify mandates across DRM, climate, environment, water, and agriculture sectors               |
| Fragmented federal–member state implementation of DRM policies                 | Harmonise DRM and climate frameworks across federal and member state levels through joint planning, standard operating procedures, and shared monitoring tools |
| Insecurity and limited climate and disaster-prone areas                        | Use decentralised and community-based implementation models, working through local authorities, NGOs, and trusted community structures                         |
| Limited early warning systems and data for climate and disaster                | Strengthen climate and disaster data systems, invest in early warning and anticipatory action, and integrate indigenous forecasting knowledge                  |
| Over-reliance on humanitarian response rather than prevention and preparedness | Shift investments toward prevention, preparedness, and resilience building, embedding DRM and climate action in development plans                              |
| Inadequate domestic financing and climate adaptation                           | Increase budget allocations for DRM and climate action, leverage climate finance mechanisms, and align donor funding with national systems                     |
| Low community awareness and ownership of DRM and climate                       | Promote participatory planning, community sensitisation, and the use of religious and traditional leaders as champions for resilience                          |
| Climate shocks undermining livelihoods (droughts, floods, displacement)        | Integrate climate-resilient livelihoods, social protection, and adaptive agriculture into DRM and climate strategies                                           |
| Weak integration of climate into sectoral planning                             | Mainstream climate and disaster risk assessments into infrastructure, health, WASH, and food security programmes                                               |
| Limited monitoring, learning, and adaptive management                          | Develop robust M&E systems with climate and DRM indicators, enabling learning, course correction, and accountability.                                          |

## RISK MANAGEMENT AND MITIGATION

### Political and Governance Risks

Political and governance risks represent significant challenges for disaster risk management implementation in Somalia's complex political environment. These risks include political instability, governance transitions, federal-state tensions, and competing political priorities that could undermine implementation efforts.

Political instability risks arise from Somalia's ongoing political transition and the potential for political crises that could disrupt implementation activities. Mitigation strategies include building broad political consensus for disaster risk management across different political entities and factions, ensuring that disaster risk management is seen as a non-political issue that benefits all Somalis specifically the most vulnerable members of the community, and developing flexible implementation approaches that can adapt to changing political circumstances.

Governance transition risks relate to the potential for changes in government leadership and priorities that could affect support for disaster risk management implementation. Mitigation strategies include institutionalizing disaster risk management commitments through legislation and formal policies, building support for disaster risk management

across different levels of government and political parties, and ensuring that disaster risk management benefits are visible and widely appreciated.

Federal-state tension risks arise from the ongoing process of defining federal and state roles and responsibilities, which could create conflicts that impede disaster risk management coordination. Mitigation strategies include developing clear frameworks for federal-state coordination that respect the autonomy of Federal Member States while ensuring effective coordination, building trust and cooperation through joint activities and shared benefits, and addressing federal-state tensions through dialogue and negotiation rather than confrontation.

Competing priority risks relate to the many urgent challenges facing Somalia that could divert attention and resources away from disaster risk management. Mitigation strategies include demonstrating the linkages between disaster risk management and other priority areas such as security, development, and peace-building, ensuring that disaster risk management interventions contribute to multiple objectives, and building coalitions of support that include actors from different sectors and priorities.

### **Security and Access Risks**

Security and access risks pose significant challenges for disaster risk management implementation in Somalia's conflict-affected environment. These risks include direct threats to personnel and facilities, restricted access to affected populations, and the potential for disaster risk management interventions to be affected by or to affect conflict dynamics.

Direct security risks include threats to disaster risk management personnel, facilities, and activities from armed groups, criminal elements, and general insecurity. Mitigation strategies include conducting comprehensive security assessments and developing appropriate security protocols, coordinating with security forces and other actors to ensure adequate protection, implementing conflict-sensitive programming approaches that minimize security risks, and developing contingency plans for security incidents.

Access restriction risks arise from security constraints, administrative barriers, and political restrictions that could limit the ability to reach affected populations and implement disaster risk management activities. Mitigation strategies include developing flexible implementation modalities that can operate in different security environments, building partnerships with local actors who have better access to restricted areas, using remote management approaches where direct access is not possible, and advocating with relevant authorities for improved access.

Conflict sensitivity risks relate to the potential for disaster risk management interventions to inadvertently exacerbate existing conflicts or create new tensions. Mitigation strategies include conducting comprehensive conflict analysis as part of all disaster risk management planning, implementing "Do No Harm" approaches that minimize negative impacts on conflict dynamics, engaging conflict-affected communities to understand their perspectives and priorities, and monitoring the impact of interventions on conflict dynamics.

### **Capacity and Technical Risks**

Capacity and technical risks arise from the limited institutional and human resource capacity available for disaster risk management implementation in Somalia. These risks include inadequate technical expertise, weak institutional systems, and limited absorptive capacity for large scale implementation efforts especially at sub national levels.

Technical expertise risks relate to the limited availability of qualified disaster risk management professionals in Somalia and the potential for implementation to be constrained by technical capacity limitations. Mitigation strategies include investing heavily in capacity building and training programs, developing partnerships with international

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technical experts who can provide mentoring and support, creating incentives for Somali diaspora professionals to

contribute to disaster risk management efforts, and building long-term technical education and training capacity within Somalia.

Institutional capacity risks stem from the weak institutional systems and procedures that characterise many Somali institutions, potentially limiting their ability to effectively implement disaster risk management activities. Mitigation strategies include investing in institutional strengthening and systems development, providing ongoing technical assistance and mentoring, creating implementation modalities that match institutional capacity levels, and gradually building capacity through phased implementation approaches.

Absorptive capacity risks relate to the potential for implementation efforts to overwhelm existing institutional capacity and create unsustainable demands on limited human and financial resources. Mitigation strategies include phasing implementation to match absorptive capacity, providing adequate support for institutional strengthening and capacity building, coordinating with other development efforts to avoid overwhelming institutions, and monitoring absorptive capacity constraints and adjusting implementation accordingly.

### **Financial and Resource Risks**

Financial and resource risks pose significant challenges for sustaining disaster risk management implementation over the five-year period and beyond. These risks include donor dependency, funding shortfalls, resource allocation challenges, and sustainability concerns.

Donor dependency risks arise from the heavy reliance on external financing for disaster risk management implementation, which creates vulnerability to changes in donor priorities and funding availability. Mitigation strategies include diversifying funding sources across multiple donors and financing mechanisms, building domestic resource mobilization capacity, developing sustainable financing mechanisms that can function beyond the implementation period, and demonstrating the value and impact of disaster risk management investments to maintain donor support.

Funding shortfall risks relate to the potential for actual funding to fall short of the estimated resource requirements, which could force reductions in implementation scope or quality. Mitigation strategies include developing flexible implementation plans that can be adjusted based on available resources, prioritizing the most critical activities to ensure that essential functions are maintained even with reduced funding, actively pursuing multiple funding sources to reduce dependence on any single source, and developing contingency plans for different funding scenarios.

Resource allocation risks arise from the potential for resources to be allocated inefficiently or inappropriately, reducing the impact and effectiveness of implementation efforts. Mitigation strategies include developing clear criteria and procedures for resource allocation decisions, establishing transparent monitoring and accountability systems, building capacity for financial management and oversight, and ensuring that resource allocation decisions are based on evidence and strategic priorities.

Sustainability risks relate to the potential for disaster risk management improvements to be lost after the implementation period due to inadequate sustainable financing and capacity. Mitigation strategies include building domestic capacity and ownership throughout the implementation period, developing sustainable financing mechanisms that can operate independently of external support, creating institutional arrangements that can sustain disaster risk management functions with minimal external assistance, and ensuring that the benefits of disaster risk management are widely appreciated and supported.

## Implementation Challenges

This section provides a concise outline of these anticipated challenges and the corresponding management strategies embedded within the policy. Below are the risk categories, the challenges they pose and, highlights a brief on how the policy proposes to address them.

### Political and Governance Risks

Political and governance risks represent significant challenges for disaster risk management implementation in Somalia's complex political environment. These risks have the potential to undermine implementation efforts and disrupt coordination mechanisms across different levels of government.

### Political Instability Risks

**Challenge:** Somalia's ongoing political transition creates vulnerability to political crises that could disrupt implementation activities, divert resources, and deprioritize disaster risk management efforts.

**Building Broad Political Consensus:** The policy emphasizes establishing disaster risk management as a non-partisan issue that benefits all Somalis, transcending political divisions and factional interests

**De-politicization Strategy:** **Disaster** risk management is framed as a fundamental development and security issue that should enjoy support across different political entities and factions

**Flexible Implementation Approaches:** The policy adopts adaptive management principles that can adjust strategies and tactics based on changing political circumstances while maintaining core objectives

### Governance Transition Risks

**Challenge:** Changes in government leadership and shifting political priorities could affect support for disaster risk management implementation, particularly during electoral cycles or leadership transitions.

**Institutionalization Through Legislation:** The policy emphasizes embedding disaster risk management commitments in formal legislation and policies to ensure continuity beyond individual administrations

**Multi-Level Support Building:** The policy advocates for building support across different levels of government and political parties to create redundancy in political backing

**Visible Benefits Strategy:** The policy ensures that disaster risk management benefits are visible and widely appreciated by the population, creating constituency support that transcends political changes

### Federal-State Tension Risks

**Challenge:** Somalia's federal structure creates ongoing tensions in defining federal and state roles and responsibilities, which could create conflicts that impede disaster risk management coordination and implementation.

**Clear Coordination Frameworks:** The policy establishes explicit frameworks for federal-state coordination that respect the autonomy of Federal Member States while ensuring effective coordination through the Federal-State Coordination Forum

**Trust-Building Mechanisms:** Joint activities and shared benefits are emphasized to build trust and cooperation between federal and state levels

**Dialogue-Based Conflict Resolution:** The policy commits to addressing federal-state tensions through dialogue and negotiation rather than confrontation, incorporating conflict-sensitive approaches throughout implementation

**Subsidiarity Principle:** The policy emphasizes the principle of localization and subsidiarity, ensuring that decisions are taken at the most appropriate level while maintaining national coherence

### Competing Priority Risks

**Challenge:** Somalia faces many urgent challenges (security, development, peacebuilding) that could divert attention and resources away from disaster risk management, reducing implementation effectiveness.

**Cross-Cutting Integration:** The policy demonstrates explicit linkages between disaster risk management and other priority areas such as security, development, and peace-building

**Multi-Objective Interventions:** Disaster risk management interventions are designed to contribute to multiple objectives simultaneously, creating efficiency gains and broader support

**Coalition Building:** The policy advocates for building coalitions of support that include actors from different sectors and priorities, creating a broader constituency for disaster risk management

## Security and Access Risks

Security and access risks pose significant challenges for disaster risk management implementation in Somalia's conflict-affected environment. These risks threaten personnel safety, limit operational reach, and create complex dynamics between disaster risk management and ongoing conflict.

| Specific Implementation Challenges                                                                                                                                                                                                                                                    | Management                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Direct Security Risks</b><br>Challenge: Armed groups, criminal elements, and general insecurity create direct threats to disaster risk management personnel, facilities, and activities, potentially disrupting implementation and endangering staff.                              | <p><b>Comprehensive Security Assessments:</b> The policy mandates conducting thorough security assessments and developing appropriate security protocols before implementation activities</p> <p><b>Coordinated Protection:</b> Implementation includes coordination with security forces and other actors to ensure adequate protection for personnel and facilities</p> <p><b>Conflict-Sensitive Programming:</b> The policy emphasizes implementing conflict-sensitive programming approaches that minimize security risks through careful analysis and community consultation</p> <p><b>Contingency Planning:</b> The policy requires developing contingency plans for security incidents to ensure that critical functions can continue despite security</p>                                                            |
|                                                                                                                                                                                                                                                                                       | disruptions                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| <b>Access Restriction Risks</b><br>Challenge: Security constraints, administrative barriers, and political restrictions limit the ability to reach affected populations and implement disaster risk management activities in certain areas, particularly in conflict-affected regions | <p><b>Flexible Implementation Modalities:</b> The policy develops flexible implementation approaches that can operate effectively in different security environments, from high-access to restricted-access areas</p> <p><b>Local Partnership Strategy:</b> Building partnerships with local actors who have better access to restricted areas enables implementation even where direct government access is limited</p> <p><b>Remote Management Approaches:</b> The policy incorporates remote management and monitoring techniques where direct access is not possible, using technology and local intermediaries</p> <p><b>Advocacy for Access:</b> The policy commits to ongoing advocacy with relevant authorities for improved access to affected populations, working through diplomatic and negotiation channels</p> |

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| <b>Conflict Sensitivity Risks</b><br>Challenge: Disaster risk management interventions could inadvertently exacerbate existing conflicts or create new tensions if not carefully designed and implemented with attention to conflict dynamics | Comprehensive Conflict Analysis: The policy requires conducting thorough conflict analysis as part of all disaster risk management planning to understand existing tensions and potential triggers<br>Do No Harm Framework: Implementation incorporates explicit "Do No Harm" approaches that minimize negative impacts on conflict dynamics and avoid actions that could exacerbate tensions<br>Community Engagement: The policy emphasizes engaging conflict-affected communities to understand their perspectives, priorities, and concerns about disaster risk management interventions<br>Impact Monitoring: The policy establishes monitoring systems to track the impact of interventions on conflict dynamics, enabling rapid adjustment if unintended consequences emerge<br>Integration with Peacebuilding: The policy recognizes that disaster risk management can contribute positively to peacebuilding by providing opportunities for cooperation across conflict lines and addressing grievances related to resource scarcity |
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### Capacity and Technical Risks

Capacity and technical risks arise from the limited institutional and human resource capacity available for disaster risk management implementation in Somalia. These risks could constrain implementation scope and effectiveness if not adequately addressed.

| Specific Implementation Challenges                                                                                                                                                                                        | Management                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Technical Expertise Risks</b><br>Challenge: Limited availability of qualified disaster risk management professionals in Somalia could constrain implementation effectiveness and slow the pace of capacity development | Heavy Investment in Capacity Building: The policy commits to substantial investments in capacity building and training programs to develop local expertise in disaster risk management<br>International Technical Partnerships: The policy develops partnerships with international technical experts who can provide mentoring and support while building local capacity<br>Diaspora Engagement: The policy creates incentives for Somali diaspora professionals to contribute to disaster risk management efforts, leveraging external expertise and resources<br>Long-Term Education Development: The policy commits to building long-term technical education and training capacity within Somalia through partnerships with academic institutions and development of disaster risk management curricula |

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| <p><b>Institutional Capacity Risks</b><br/> <b>Challenge:</b> Weak institutional systems and procedures in many Somali institutions could limit their ability to effectively implement disaster risk management activities and maintain coordination mechanisms.</p> | <p><b>Institutional Strengthening Investments:</b> The policy prioritizes investments in institutional strengthening and systems development across all levels of government</p> <p><b>Ongoing Technical Assistance:</b> Implementation includes provision of ongoing technical assistance and mentoring to support institutional capacity development</p> <p><b>Appropriate Implementation Modalities:</b> The policy develops implementation approaches that match current institutional capacity levels, avoiding unrealistic expectations</p> <p><b>Phased Capacity Building:</b> The policy adopts a phased implementation approach that gradually builds institutional capacity while addressing immediate priorities, recognizing the need for sustainable development</p>                                        |
| <p><b>Absorptive Capacity Risks</b><br/> <b>Challenge:</b> Implementation efforts could overwhelm existing institutional capacity and create unsustainable demands on limited human and financial resources, leading to implementation failure or burnout.</p>       | <p><b>Phased Implementation Approach:</b> The policy structures implementation in three distinct phases (Foundation Building, Capacity Expansion, and Consolidation and Scaling) that match the pace of capacity development</p> <p><b>Adequate Support Provision:</b> Implementation includes adequate support for institutional strengthening and capacity building to ensure that institutions can absorb new responsibilities</p> <p><b>Coordination to Avoid Overload:</b> The policy emphasizes coordination with other development efforts to prevent overwhelming institutions with multiple simultaneous demands</p> <p><b>Absorptive Capacity Monitoring:</b> The policy establishes monitoring systems to track absorptive capacity constraints and enables adjustment of implementation pace accordingly</p> |

#### Financial and Resource Risks

Financial and resource risks pose significant challenges for sustaining disaster risk management implementation over the five-year period and beyond. These risks could undermine the sustainability and effectiveness of implementation efforts.

| Specific Implementation Challenges | Management |
|------------------------------------|------------|
|------------------------------------|------------|























that can function beyond the implementation period













estimated resource requirements, forcing

based on available resources while maintaining core



compromising policy objectives.

Activity Prioritization: The policy prioritizes the most



maintained even with reduced funding



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|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                                                                                                                                       | <p>actively pursuing multiple funding sources to reduce dependence on any single source and maximize available resources</p> <p>Contingency Planning: The policy develops contingency plans for different funding scenarios, enabling implementation to continue even if funding falls short of targets</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| <p><b>Resource Allocation Risks</b></p> <p><b>Challenge:</b> Resources could be allocated inefficiently or inappropriately, reducing the impact and effectiveness of implementation efforts and creating dissatisfaction among stakeholders</p>                       | <p>Clear Allocation Criteria: The policy establishes clear criteria and procedures for resource allocation decisions based on strategic priorities and evidence</p> <p>Transparent Monitoring Systems: Implementation includes transparent monitoring and accountability systems that enable tracking of resource utilization and effectiveness</p> <p>Financial Management Capacity: The policy commits to building capacity for financial management and oversight at all levels of government</p> <p>Evidence-Based Decisions: The policy ensures that resource allocation decisions are based on evidence and strategic priorities rather than political considerations</p>                                                                                                                                                     |
| <p><b>4 Sustainability Risks</b></p> <p><b>Challenge:</b> Disaster risk management improvements could be lost after the implementation period due to inadequate sustainable financing and capacity, undoing progress made during the policy implementation period</p> | <p>Domestic Capacity Building: The policy emphasizes building domestic capacity and ownership throughout the implementation period to ensure that improvements can be maintained</p> <p>Sustainable Financing Development: The policy develops sustainable financing mechanisms that can operate independently of external support, including domestic budget allocations and innovative financing instruments</p> <p>Institutional Sustainability: The policy creates institutional arrangements that can sustain disaster risk management functions with minimal external assistance through strong government ownership</p> <p>Broad Appreciation: The policy ensures that the benefits of disaster risk management are widely appreciated and supported by the population, creating political will for continued investment</p> |

By addressing implementation challenges proactively through the mechanisms outlined in this policy, Somalia can build a more resilient approach to disaster risk management that protects lives, livelihoods, and development gains while contributing to sustainable peace and prosperity.

## CONCLUSION

The Revised National Disaster Risk Management Policy represents a transformative framework for Somalia's approach to disaster risk management, building on the foundations established by previous policies while addressing emerging challenges and opportunities. This policy recognizes that effective disaster risk management is not merely

about responding to emergencies, but about building a resilient society that can thrive despite the presence of multiple and evolving risks.

The policy's eight strategic pillars provide a comprehensive roadmap for action that addresses all aspects of the disaster risk management cycle, from risk identification and prevention through response and recovery. The emphasis on integration, coordination, and community empowerment reflects the understanding that disaster risk management is a shared responsibility that requires the active participation of all sectors of society.

The successful implementation of this policy will require sustained political commitment, adequate financial resources, and strong partnerships across all levels of government and society. It will also require a fundamental shift in mindset from viewing disasters as inevitable tragedies to understanding them as manageable risks that can be reduced through appropriate policies and investments.

Somalia has demonstrated remarkable resilience in the face of multiple challenges over the past three decades. This policy provides a framework for channeling that resilience into systematic efforts to reduce disaster risks and build a more secure and prosperous future for all Somali people. Through the implementation of this policy, Somalia can break the cycle of disaster-induced setbacks to development and achieve its vision of becoming a risk-resilient nation where communities, institutions, and ecosystems are protected from disasters.

The journey toward this vision will not be easy, but it is both necessary and achievable. With strong leadership, effective coordination, adequate resources, and the active participation of all stakeholders, Somalia can transform its





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