

## Nigeria EPR and DRR Capacity Assessment 2012

Annex 1 – Consolidate initial findings (see separate PDF document)



## Annex 2 –Health section – States’ assessment findings

### 1. Kaduna State:

Population 6.114 million, Area 46,053 km<sup>2</sup>

Health threats: The State has a history of violent ethno-religious conflicts and has also experienced post electoral violence that resulted in loss of lives and the mass displacement of persons in 2011. In the State capital Kaduna, fire outbreaks and floods mostly associated with rapid urban expansion and weak enforcement/compliance to physical planning regulations have become annually recurrent emergencies.

#### 1.1. Strengths:

- There is the Armed Forces Simulation Centre (AFSC) in the Command and Staff College, Jaji, near Kaduna, where military and NEMA simulation exercises are always conducted. SEMA is always represented in such exercises
- Kaduna State has a functional SEMA and LEMCs backed with relevant legal provisions.
- NEMA has 3 Warehouses for Food, NFIs, Shelter and SAR items, while SEMA has 2 warehouses in the state capital and others in the LGs. However, there are no prepositioned items in the SEMAs warehouses.
- In the event of road accidents, the FRSC has an ambulance and 2 mini-clinics for First Aid before moving affected persons to the hospitals.

#### 1.2. Specific challenges:

- There is no state emergency number in place and also the lack of awareness on any existing national emergency number
- Though most of the response organizations have their intra communication system, inter communication amongst the various organizations was not existing

#### 1.3. Specific recommendations:

- There is a need for capacity building in Disaster Management, Fire management through simulation exercises and improved collaborations.
- Methods and mode of communication should be improved (emergency numbers)

### 2. Katsina State

Population 5.802 million, Area 24,192km<sup>2</sup>

Health threats: Drought, desertification and the attendant biodiversity loss have impacted on the State in recent years thereby compromising food security especially in the northern most rural communities. Fire outbreaks, flash floods and cerebro-spinal meningitis are also among the emergencies that have confronted the State in recent times.

#### 2.1. Strengths:

- Emergency in the State is coordinated by the Rehabilitation and Emergency Relief Agency (RERA) under the State Ministry of Religious Affairs which is headed by the Deputy Governor.
- There is also a standing Emergency Response Committee headed by the State Commissioner of Works
- There is an Emergency volunteer corps scheme comprising of 200 trained volunteers in each LGA. So far, 8 out of 24 LGSs have such trained personnel
- The department of Epidemiology of the Primary Health Care is responsible for managing health emergencies and they exist in every Local Government area. An ERT is in place that assesses response and monitor health issues.
- They also have stockpile of emergency items that is properly managed.
- There is collaboration and information sharing between the PHC and RUWASA when managing water-borne epidemics.

#### 2.2. Specific Challenges:

- There is no state emergency number in place; there is lack of awareness on any national emergency number
- RERA lacks emergency response capacity including ambulance service
- Lack of prepositioning of emergency relief materials in form of food and NFIs
- Existing storage facilities are empty as a result of non-release of funds for the purchase of emergency relief stocks.
- There is no facility for training and capacity for dealing with emergencies while critical infrastructures are virtually none existent.

#### 2.3. Specific recommendations:

- Capacity building of RERA personnel on basic disaster risk management and coordination

### 3. Enugu State:

Population 3.268 million. Area 7,161 km<sup>2</sup>

Major natural hazards in Enugu States are landslides and soil erosion but the State is also prone to seasonal floods. road crashes, usually involving heavy vehicles transporting dangerous goods, and fires are frequent. Furthermore, Enugu has recently been experiencing situations resulting from communal violence.

### 3.1. Strengths:

- Disaster management at the state level is coordinated by the State Emergency Management Agency (SEMA), but the establishment of Local Emergency Management Committees (LEMC) in all LGAs is being looked into.
- FRSC provides recommendations and escort for transport of hazardous materials on roads
- There is good cooperation among key responders in the state
- The Nigerian Red Cross Society is taking part in coordination mechanisms at state level but not yet at local level.

### 3.2. Specific challenges:

- Need for a common operations centre where all stakeholders can come to share information and establish a common operational picture of a disaster
- Lack of common emergency numbers is a challenge as well as the dependency on mobile networks rather than radio communication. No back-up system.
- Lack of SOPs for emergency response. No designated incident commander but rather “first on the spot is in charge’
- Rescue services are conducted by multiple stakeholders, for example, both the FRSC and NEMA are providing ambulance services, the Nigeria Security and civil defence Corps, SEMA and State Fire Services are providing rescue services, NSCDC and FRSC are both responding to road accidents.
- The Nigerian Red Cross Society in the State has limited capacity and has stock of NFIs for only 50 families.
- The development of professional ambulance services, such as ESMERT, should be encouraged and further developed.

### 3.3. Specific recommendations:

- Identify emergency responders and clearly specify roles and responsibilities of the various stakeholders in order to identify gaps and avoid overlaps.
- Increase support for first aid training and evacuation of injured.

## 4. Ebonyi State

Population 2.177 million, Area 5,530 km<sup>2</sup>

Health threats: Windstorms are considered as one of the main hazards in Ebonyi state but the population is also vulnerable to communal violence. Outbreaks of epidemics such as Lassa fever, cholera, typhoid and meningitis do occur but are usually generally contained

#### 4.1. Strengths:

- the surveillance of epidemics seems to be working very well
- there is a reporting, assessment and alert system in place and the Ministry of Health has epidemics response teams that can be deployed rapidly
- A National Centre for Disease Control has been established under the MoH but it is not yet fully operational
- SEMA invites Red Cross and Nigeria Security and Civil Defence Corps for joint assessments.
- MoH has partnered with six rural private hospitals (mostly religious based) aimed at achieving a unified health system without separation between private and public sectors

#### 4.2. Specific challenges:

- Coordination between stakeholders at state level is hampered, in 2011 for example, only one meeting was conducted
- No holistic training approach adopted based on agencies, including those of volunteers and school education.
- At the local level, emergency response is to a large extent carried out by Grassroot Emergency Volunteer Corps, NGOs and faith based organizations (FBOs).

#### 4.3. Specific recommendations:

- There is the need to develop general SOPs within the agencies
- the State lacks the capacity to analyse samples which have to be sent to Ibadan

### 5. Oyo State:

Population: 5.581 million, Area 28,454 km<sup>2</sup>

Health threats: Major natural hazards in the South-west states are susceptibility to flooding. Odo-ona and Eleyele rivers have been identified as the major causes of flooding in Ibadan

#### 5.1. Strengths:

- Rescue services are conducted by multiple stakeholders, for example, both the FRSC and NEMA are providing ambulance services, the Nigeria Security and Civil Defence Corps, SEMA and State Fire Services are providing rescue services, NSCDC and FRSC are both responding to road accidents
- Has a functional SEMA with an Office in the Government Secretariat and comprised of 28 permanent staff and some volunteers
- Has a good hospital infrastructure in Ibadan (University College Hospital, Ibadan)

#### 5.2 .specific challenges:

- FRSC, NSCDC and Fire service have offices at LGA but with limited capacity
- Lack of common emergency numbers is a challenge as well as the dependency on mobile networks rather than radio communication with no back-up system.

#### 5. 3.specific recommendations:

- Need for a common emergency operations centre where all stakeholders can come to share information and develop a common operational response strategy to a disaster

### **6. Osun State:**

Population 3.417 million, Area 9,251 km<sup>2</sup>

Health threats: floods caused by heavy rainfalls overwhelms the narrow drainage systems

#### 6. 1.Strengths:

- SEMA is established and backed by an enabling law in the state and reports to the office of the Deputy Governor, it has 15 permanent staff and some staff from other ministries to provide such support as communications and information management
- some level of collaboration between emergency stakeholders in the state capital and SEMA
- Has a good infrastructure and there is collaboration between public and private owned teaching hospitals (Ladoke Akintola University Teaching Hospital, Osogbo)
- Scheme (O`YES) has employed 20,000 youth to increase the available manpower of SEMA coupled with the collaboration of the State Red Cross Society

#### 6. 2. Specific challenges:

- -Training and education in emergency and disaster medicine is established as a separate profession for health workers

### 6. 3. Specific recommendations:

- Stakeholder meetings at state and local government level should be improved
- Develop SOPs within agencies
- The minimum standards for emergency response of the health system should be defined and provided by NEMA to all states, as a minimum standard
- In PHCs and state hospitals, structures should be made available to provide response at places of incident which makes the treatment of victims during the “golden hour of shock” impractical.

### 7. Lagos State:

Population 9.114 million, Area 3,345 km<sup>2</sup>

Health threats: Megacity, floods, and storms.

#### 7. 1.Strength:

- The State has an Emergency Response Cyber Infrastructure with a dedicated call centre and call receptionists.
- Emergency call numbers 767 and 112 exist as toll-free numbers for reporting disasters and ambulance response.
- Operational Vehicles, Light Tools, Heavy duty rescue equipment and generator powered flood lights are available.
- Strong collaboration within stakeholders evident in the operations of the state emergency system, including fire service and the state ambulance services.

#### 7. 2. Specific challenges:

- Although the system in Lagos State has improved, with the existence of ambulance and mobile ICU system, so that the main principles of positioning, volume replacement, analgesia and monitoring seem achievable, there is general lack of maintenance of the medical.

#### 7. 3. Specific recommendations:

- The LASSEMA system should be better funded

### **The Federal Fire Service**

The Federal Fire Service has the statutory responsibility for rescue, fire prevention, mitigation, fire fighting, paramedic and information services to all Nigerians irrespective of status or ethnicity in order to minimize the possibility of loss of life and property to fire and other emergencies. The Federal Government reform of the fire services in the country in 2007 redefined the mandate of Federal Fire Service from passive to that of active fire service and also a regulatory agency. However, this reform is being looked at in view of the omission in the role of the service during a national emergency. Also, the omission of the service in the 1999 constitution is being addressed in the on-going review of the constitution.

In the current reform, the States are to take care of day-to-day emergencies within their jurisdiction which implies that the operational arm of the service in both Lagos and FCTA have to be ceded. In spite of the efforts made to hand-over operational arm of the service to Lagos State and FCTA, the process had met with resistance. The Lagos state government insisted on being given some funds to repair the fire stations before they could be taken over. In addition, the State has refused taking over the men. The situation is the same with FCTA that has equally refused taking over the men. This situation has called for a review of the directive by the Federal Executive Council with a view to repositioning the service.

The Service carries out operational activities in both Lagos and Abuja which comprises daily turning out to fire scenes and routine fire prevention program. The Federal Executive council directive which could not be fully implemented has made it impossible to improve the state of the fire stations since 2007.

Mindful of its mandate which includes policy setting, regulation, capacity building and manpower development, the federal fire service in conjunction with the ministry of interior inaugurated the national council on fire on the 11<sup>th</sup> of August, 2008. The council which comprises membership from both the federal and the state services is the apex policy making body on Fire disaster management in the country-and the minister of interior is the chairman of this council.

The Federal Fire Service in collaboration with other emergency responders and NEMA articulated and developed the National Search and Rescue and Epidemic Evacuation Plan, a document which was approved by the Vice President, on the 25<sup>th</sup> September, 2008. This document spelt out the roles, responsibilities and alerting procedures of first emergency responders in different disaster scenarios.



Development of guidelines for licensing of private fire service and the regulation of fire consultants had been completed. This will provide private participation in the areas of fire fighting, fire prevention, rescue and paramedics.

Except in the FCTA and Lagos where there are Federal Fire Service Stations, all other fire services depend on the jurisdiction of the states.

Assessment work conducted during this mission allowed the team to visit the Abuja Federal Fire Service.

### **Abuja Federal Fire Service**

To carry out its mandate the Abuja fire service has 245 fire fighters and 6 fire stations. In 2011, the Fire Service responded to 551 emergency calls. The Headquarters' fire station has some vehicles with one (1) 4000 litres fire engine, 1 rescue truck and 2 smaller vehicles for the Rapid Intervention Team. The other fire stations have only 1 fire engine each, except for 2 of them that have 1 water tender with 11 000 litres. The only ~~one~~ fire service platform ladder in Abuja is 35 yrs old and unserviceable.

The available fire fighting equipment is in bad shape while the other essential ones are not available. Each fire fighter has a bunker gear but the boots and helmets are in bad shape. In each fire station, the fire fighters are on duty for 24 hours and off duty for 48 hours with an average salary of Twenty Four Thousand Naira (₦25,000.00) for a young fire fighter

### **The State Fire Service**

Assessment work conducted during this mission by the civil protection expert covered visits to the state fire services in Oyo, Osun and Lagos States. During the same period, 2 teams visited Kaduna, Katsina, Enugu and Ebonyi States.

### **Oyo State Fire Service**

Located in the south-west geopolitical zone of Nigeria, Oyo state was one of the three states carved out of the former western region state of Nigeria in 1976. Oyo State consists of 33 local government areas. Oyo State covers approximately an area of approximately 28,454 square kilometers and is ranked 14th by size. The State has a population of about 5.580 million with Ibadan (3.6 million) as its capital. The Oyo State fire service is under the ministry for works and transport. The service has 202 fire fighters and 15 fire stations, 7 of which are located in the capital. In 2011, the fire service responded to 627 fire calls. Each station has one fire truck, except at the Headquarters fire station which has 2 fire trucks. 4 of the fire

trucks, are made in china, though recently purchased they are however unserviceable. Each fire station has 3 fire fighters at all times, but only 2 go to the field with the fire engine. There is no State emergency call number, people use the GSM number of the available service provider in their district.

### **Osun State Fire Service**

Osun State is an inland state in the south-western Nigeria. The State was among the nine states created on 27th August 1991. The State consists of 30 local government areas and has a population of about 3.417 million with Osogbo (population of 1.4 million) as its capital. The Osun State fire service is domiciled with the Ministry of Home Affairs, Tourism and Culture. To actualize its mandate, the Osun State fire service has 96 fire fighters and 14 fire station, including the 3 located at the State capital. In 2011, the fire service responded to 266 fire calls with 50% of these in Osogbo. Each fire station has one fire truck, except at the headquarters fire station that has 2 fire trucks. 6 of the fire trucks, are of Korean chassis with Indonesian equipments and were purchased recently but only one is serviceable. As in Oyo state, each fire station has 3 fire fighters at all times, but only 2 go out to the field with the fire engine. There is no State emergency call number, people use the GSM number of the available service provider in their district. The average salary of the young fire fighter is Twenty Two Thousand Naira (₦22,000.00).

### **Lagos State Fire and Safety Services**

Although Lagos State is the smallest state in Nigeria, with an area of 356,861 hectares of which 75,755 hectares are wetlands, yet it has the highest population, which is over five per cent of the national estimate. The State has a population of 17 million out of a national estimate of 150 million. The UN estimates that at its present growth rate, Lagos State will be third largest mega city the world by 2015 after Tokyo in Japan and Bombay in India. Of this population, Metropolitan Lagos, an area covering 37% of the land area of Lagos State is home to over 85% of the State population. The rate of population growth is about 600,000 per annum with a population density of about 4,193 persons per sq. km. In the built-up areas of Metropolitan Lagos, the average density is over 20,000 persons per square km. The State has 20 local government areas.

The Lagos State Fire and Safety Services under the Ministry of Home Affairs and Culture. The Lagos State Fire and Safety Services has 537 fire fighters and 13 fire stations. 2 new fire stations are under construction and will be operational soon. In 2011, the fire service responded to 1,685 emergency calls out which 1,443 were for fire. About 60% of these emergency calls were received by the new call center managed by the LASEMA. The fire service has 18 fire engines, 8 of which have capacity 10 000 litres, 5 rapid intervention vehicles for search and rescue operations with extrication tools, 2 aerial ladders, 1 foam tender with only 500 litres of foam. Each fire-fighter has a bunker gear but their boots and

helmets are in bad shape. The fire service has recently purchased 110 breathing apparatus and 2 thermal cameras. In each fire station, the fire-fighter is on duty for 24 hours and off duty for 48 hours. The average salary of the young fire-fighter is Twenty Five Thousand Naira (₦25,000.00).

### **Kaduna State Fire Service**

Kaduna State located in the north west of Nigeria is characterized by tropical climate with distinct dry and rainy seasons. In Kaduna the State capital, fire outbreaks and floods associated with rapid urban expansion and weak enforcement/compliance to physical planning regulations have become annually recurrent emergencies.

The State Fire Service, which is directly under the SEMA has two well-equipped and functional offices in Kaduna and Zaria and is currently planning to establish fire stations in all the local government areas of the state. KSFS has 18 fire engines, a hydrant powered by both solar and grid electricity. Selected public buildings have sprinkler system and smoke detectors. KSFS is equipped with fire fighting engines, hybrid powered water boreholes and 24 hours shift personnel in Kaduna and Zaria. The KSFS has 171 personnel and a training centre in zone 2 for induction and basic fire response training for their personnel.

### **Katsina State Fire Service**

Katsina State is located in the extreme north west of Nigeria and is bounded to the north with the republic of Niger. The State is located in the semi arid Sahel zone, characterized by tropical climate with distinct long dry and short rainy seasons. Fire outbreaks, flash floods and cerebro-spinal meningitis are among the emergencies that have confronted the state in recent times. Fire is mostly a daily occurrence in the state. In March 2012 alone, there are already about 20 fire outbreaks (both in markets, hospitals and residential areas).

The Katsina State Fire Service has 10 stations across the State, 3 in the capital and 7 across the local governments. 34 new fire trucks have just been procured by the State Government for the local government areas. Induction and basic training is carried out in the State while advanced training is done in Kano state.

### **Enugu State Fire Service**

Enugu State was created in 1991 and is located in the south eastern part of Nigeria. The State comprises 17 Local Government Areas and has a population of approximately 3,268 million people. The state is predominantly rural and agrarian, with a substantial portion of its working population engaged in farming, many still engage in trading and other services. Major natural hazards in Enugu State are landslides and soil erosion however, the state is also prone to seasonal floods. Road accidents, usually involving heavy vehicles transporting

dangerous goods, and frequent fires. Furthermore, Enugu has recently been experiencing situations with communal violence.

Enugu State Fire Service has offices at the local government areas but with limited capacity. Enugu State has provided additional funding for the State Fire Service in order to set up offices in all local government areas of the state, i.e. improved fire response capacity. The Enugu State Fire Service has increased their capacity since the government made it a priority. Even so, their capacity is still limited. Their challenges include lack of equipment, communications, sufficient access to water and training on new techniques. There are positive arrangements underway for providing the fire service with law enforcement rights in terms of fire inspection. In terms of oil spill accidents, the fire service is limited to only preventing fire outbreak or extinguishing the fire. Secondary threats such as environmental impact is not handled by the fire service or by any other service. Fire prevention activities that includes public education, should be emphasized.

### **Ebonyi State Fire Service**

Ebonyi State is bordered by Enugu state to the west and is one of the younger states of Nigeria. It was founded in 1996 and has a population of approximately 2,177 million, most of whom are farmers and traders, The State is endowed with several solid mineral resources and is called “the salt of the nation” for its huge salt deposits. The State has 13 Local Government Areas with Abakaliki as its State capital. Windstorms are considered one of the main hazards in the State though its people are sometimes vulnerable to communal violence. Outbreaks of epidemics such as lassa fever, cholera, typhoid and meningitis do occur but are usually contained.

In Ebonyi, the State Fire Service is almost non-existent. 28 out of 53 firemen have not received any form of training, the equipment is limited and to a large extent not serviceable while only 58 fires were attended to in 2011. There are only 2 fire stations in the state, both of which are located in Abikaliki and have no capacity to cover areas outside of the city. There are no SOPs for cooperating with other emergency responders; response is often carried out on a case-by-case basis. In local areas where there is no functioning fire service it is recommended to assess the possibilities to establish volunteer fire fighting corps, possibly with the support of the Nigeria Security and Civil Defence Corps.

## Annex 4 – Team 1 field report: Kaduna and Katsina States

### NATIONAL CAPACITY ASSESSMENT MISSION,

NIGERIA, TEAM 1, 20<sup>th</sup> – 25<sup>th</sup> MARCH 2012

Team 1 consisted of NEMA, IFCR, UNICEF and OCHA and visited Kaduna and Katsina States in north western Nigeria.



### KADUNA STATE

#### Context

Kaduna State located in the North West of Nigeria is characterized by tropical climate with distinct dry and rainy seasons. It falls within the guinea savannah vegetation which comprised of grasslands interspersed with hardy trees and shrubs that grow thicker towards the south of the state and along river valleys. Majority of the population of the State which is rural based is predominantly engaged in farming and animal husbandry, two occupational groups that are subject to the vagaries of natural rainfall regimes. Competition over land and riparian resources is getting pronounced in recent years in the State, often manifested in fatal clashes between farmers and pastoralists. The State has a history of violent ethno-religious conflicts and has also experienced post electoral violence that resulted in loss of lives and the mass displacement of persons after the recent general elections of 2011. In Kaduna the State capital, fire outbreaks and floods mostly associated with rapid urban expansion and weak enforcement/compliance to physical planning regulations have become perennial emergencies.

## **Organizational structures, functionality and roles and responsibilities for disaster management**

- Kaduna State has a functional SEMA and LEMCs backed with relevant legal provisions since 17<sup>th</sup> February 2009. The State Fire Service, which is directly under the SEMA has two well-equipped and functional offices in the two major towns of Kaduna and Zaria and is currently planning to establish stations across all the Local Government Areas of the State. KDSFS has 18 fire fighting engines, a hydrant powered by both solar and grid electricity. Selected public buildings have sprinkler system and smoke detectors. SEMA has warehouse facility, but lack of prepositioning of emergency supplies in form of both food and non-food items were observed.
- Public information is dependent on the mass media; the State radio and TV stations disseminate information on preparedness and response. Traditional authorities, town criers are also used in raising public awareness on DRR. There is no formal incorporation of DRR curriculum for schools, academics and work places.
- There is no state emergency number in place; there is lack of awareness on national emergency number.
- Kaduna being the regional capital of the old northern region has the comparative advantage, hosting several military and paramilitary formations with capacity and assets which are available for emergency response.
- There is the Armed Forces Simulation Centre (AFSC) in the Command and Staff College, Jaji, Kaduna where military and NEMA simulation exercises are always conducted. SEMA is always represented in such exercises.
- KDSFS is equipped with fire fighting engines, hybrid powered water boreholes and 24 hours shift personnel in Kaduna and Zaria, the two major cities of the State.
- NEMA has 3 Warehouses for Food, NFIs, Shelter and SAR items, while SEMA has 2 warehouses and others within the LGs. However, there are no prepositioned items in the warehouses.
- Though most of the response organizations have their intra communication system, inter communication amongst the various organizations is lacking.

## **Coordination mechanisms, command and control structures and Standard Operating Procedures**

SEMA seem to have good working relationship with NEMA Zonal office and relevant response providers such as the Red Cross, the military, the paramilitary, community base organizations, etc. There was lead role understanding among response stakeholders and coordination by SEMA.

### **Response mechanisms for areas of focus**

- **Internal displacements including IDP camp management**

SEMA is a member of the committee that is responsible for the management of IDPs situated at the Hajj camp. Assistance has been provided by NEMA and SEMA. The camp management was later handed over to the Kaduna State authorities. Private individuals including Dangote provided food and cash aid to the IDPs. The closure of the camp remains an issue presently.

- **Emergency health capacity (floods/epidemic response, mass casualties and trauma management).** In the event of road accidents, the FRSC has ambulance and 2 mini-clinics for First Aid before moving affected persons to the hospitals.

- **Fire response capacity at federal, state and local levels**

The KDSFS has 18 Fire Engines, 171 personnel and water borehole that is powered by electricity and solar. They also have training centre in Zone 2 for Induction and Basic Fire response training of their personnel

- **Urban Search and Rescue capacity:** The SAR capacity is limited to the operations of the Security personnel (Military and Police) and the Paramilitary (Fire Service, FRSC and NSCDC) depending on the nature of the disaster (e.g Fire, Bomb blasts, flood, road crashes etc)

### **Tools**

- **Contingency planning**

- Kaduna State SEMA has an Annual Plan of Action for 2012 which has the development of a Contingency Plan as one of its key components. The plan was drafted with the collaboration of UNICEF.

- **Monitoring and Evaluation (M&E)**

There is no formal M&E mechanism system in place.

- **Early Warning**

There is no formal early warning mechanism; SEMA undertakes public sensitization through the media, workshops, fliers etc. on threats of floods and fire outbreaks.

- **Needs assessment:** SEMA utilizes its Assessment unit as lead for both Rapid and Needs Assessment and collaborates with the LEMCs.

- **Information management**

Effective information management system has not been put in place. SEMA relies on information from meteorological office and requests for information on sudden onset emergencies from LGAs and affected communities. Such information is then relayed to SEMA stakeholders for appropriate response.

- **GIS capacity (including satellite interpretation)**

None exists in Kaduna.

### **Human resources and training**

- There is no capacity building training on coordination and contemporary fire fighting methods.
- There is poor coordination and enforcement by town planning authorities to check incessant floods.
- There is no gender balance among the personnel of SEMA and SFS. (Inclusion of female personnel can go a long way in improving emergency response in this conservative society).
- Lack of coordination with the private sector for the use of assets (especially construction companies) during emergencies, though this is presently being addressed through current visits by SEMA and improving lines of communication.

### **Funding**

SEMA is funded through state government budgetary allocation for Capital and recurrent expenditures. In addition, approvals are obtained within 24 hours for the release of emergency funds when the needs arise.

### **Recommendations**



- *There is the need to develop MoUs with Construction companies within the state for use of their assets during emergencies.*
- *There is a need for capacity building in disaster management, fire management simulation exercises and improved collaboration meetings among stakeholders.*
- *Method and mode of emergency communication should be improved (emergency numbers)*
- *Information sharing and M & E procedures should be developed.*
- *SEMA needs to develop Contingency plan and other guidelines for seamless coordination.*

## **KATSINA STATE**

### **Context**

Katsina State is located in the extreme north west of Nigeria and is bounded to the north by the Republic of Niger. The state which is located in the semi-arid Sahel zone is characterized by tropical climate with distinct long dry and shorter rainy seasons. The natural vegetation of Katsina State comprises of guinea savannah in the south which gradually transits to Sahel savannah towards the northern border. The majority of the population of the state comprise of rural dwellers who engage in sedentary agriculture and pastoralism, which has heavily degraded this fragile savannah ecosystem. Drought, desertification and the attendant biodiversity loss have impacted on the State in recent years thereby compromising food security especially in the northernmost rural communities. These threats are exacerbated by the global warming and the associated climate change phenomena. Fire outbreaks, flash floods and cerebro-spinal meningitis are also among the emergencies that have confronted the State in recent times.

### **Organizational structures, functionality and roles and responsibilities for disaster management**

In 2008 the State Governor presented a bill on the transformation of RERA into a full-fledged SEMA with necessary legal backing to the State House of Assembly. The bill which has scaled through the compulsory first and second readings in the State House of Assembly is expected to be passed into law before the end of the first quarter of 2012.

- There is no state emergency number in place; there is lack of awareness on national emergency number.

- RERA lacks emergency response capacity including ambulance service; lack of prepositioning of emergency relief materials in form of food and NFIs was observed.
- Existing storage facilities are empty as a result of non release of funds for purchase of emergency relief stocks.
- Facility for training and capacity building of personnel dealing with emergencies at critical infrastructure virtually does not exist.
- Public information is dependent on the mass media; the State radio and TV stations disseminate information on preparedness and response. Traditional authorities, town criers are often used in raising public awareness on DRR. There is no formal incorporation of DRR into curriculum for schools, academics and work places.
- There is an observed need for improved assessment and reporting skills, lack of legal backing and predictable funding has hampered manpower expertise development.
- Fire is mostly a daily occurrence in the State. In March alone, there were about 20 fire outbreaks (both in markets, hospitals as well as residential areas).

### **Coordination mechanisms, command and control structures and Standard Operating Procedures**

Emergency in the State is coordinated by the Rehabilitation and Emergency Relief Agency (RERA) under the State Ministry of Religious Affairs which is headed by the Deputy Governor of the State. The Agency is also in charge of training and rehabilitating persons with disabilities thus making it seem to be a charity/social welfare provider Agency. RERA has staff strength of 50 personnel with gender balance skewed against women. There is also a standing Emergency Response Committee headed by the State Commissioner of Works. RERA organizes a quarterly stakeholders meeting to review the implementation of its yearly contingency plan and also discuss any on-going emergency. There is an Emergency volunteer corps scheme comprising of 200 trained personnel in each LGA. So far 8 out of 24 LGAs have such trained volunteers.

### **Response mechanisms for areas of focus**

- Internal displacements including IDP camp management

There are no IDP camps in the state

- Emergency health capacity (floods/epidemic response, mass casualties and trauma management)

- The Department of Epidemiology of the Primary Health Centres are responsible for managing emergency health and they exist in every Local Government area. They have ERT who assess response and monitor health issues. They also have stockpile of emergency items that is properly managed. There is collaboration and information sharing between the PHC and RUWASA when managing water-borne epidemics.
- Fire response capacity at state and local levels

The Katsina State Fire Service has 10 Stations across the State- 3 in the capital and 7 across the LGs. 34 new fire trucks have just been procured by the State Government for the LGs. Induction and basic training are carried out in the State while advanced training is done in Kano State.

- Urban Search and Rescue capacity

Urban SAR is limited to the FRSC and NSCDC, though despite their representation within the State, their activity is limited by poor equipment, communication and lack of transportation (vehicles and ambulances).

## **Tools**

- **Contingency planning**

There is in existence an annual contingency plan on preparedness and response by RERA and all emergency response stakeholders with the support of UNICEF. Response plan is so far not comprehensive enough in terms of risk/hazard analysis or vulnerability and capacity assessment and its response is focused on children and education.

- **Early warning**

There is no formal early warning system in existence; RERA disseminates meteorological reports and information on any sudden onset emergency through GSM telephone and the mass media. There are emergency response desk officers that monitor and send updates on emergencies to RERA in each of the 24 LGAs of the State.

- **Monitoring and evaluation (M&E)**

There is no formal M&E mechanism system in place.

- **Needs assessment**

- **Information management.**

There exists capacity for information management within the State with the presence of National Orientation Agency, Ministry of Information and the media as major stakeholders. However poor coordination by RERA is the bane of proper information management amongst these entities.

- **GIS capacity (including satellite interpretation)**

No GIS capacity

### **Human resources and training**

#### **Funding**

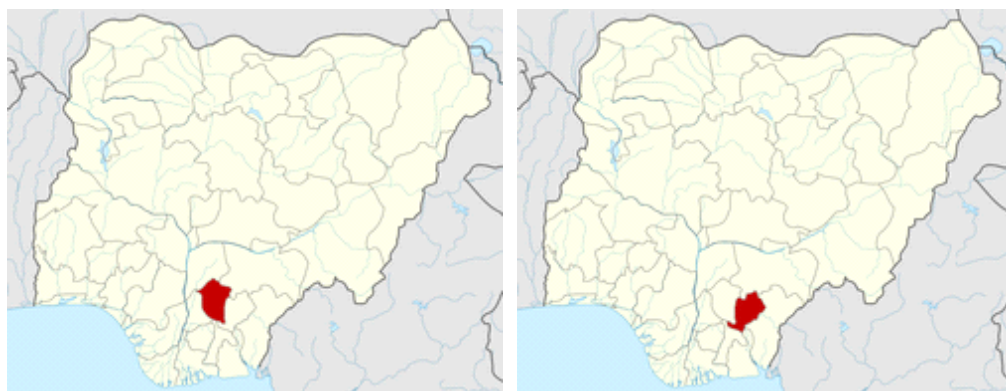
Annual budgetary allocation constitutes the main source of funding for RERA, approvals for appropriation are granted by the Deputy Governor. The Agency assesses ecological funds and also relies on assistance from NEMA, UNICEF and other NGOs in times of emergencies and for capacity building programmes.

#### **Recommendations**

- *Strong top level advocacy to facilitate the passing of the SEMA law within the stipulated period.*
- *Capacity building of RERA personnel on basics of disaster risk management and coordination.*
- *The Departments in the Agency should be properly structure to reflect proper DRM operations.*
- *Need to develop contingency plan to highlight the ecological and Food Security threats in the state*
- *Improved advocacy and collaboration by RERA and its stakeholders.*

## Annex 5 – Team 2 field report: Enugu, Ebonyi

Team 2 consisting of NEMA, MSB and OCHA visited Enugu and Ebonyi States in south eastern Nigeria.



### Enugu state

Enugu state was created in 1991 and is located in the south eastern part of Nigeria. The state comprises 17 Local Government Areas and has a population of approximately 3.266 million people.

The state is predominantly rural and agrarian, with a substantial portion of its working population engaged in farming, although trading and services are also important.

Major natural hazards in Enugu states are landslides and soil erosion but the State is also prone to seasonal floods. Road accidents, often involving heavy vehicles transporting dangerous goods, and domestic fires are frequent. Furthermore, Enugu has recently been experiencing communal violence.

Disaster management at the State level is coordinated by the State Emergency Management Agency, while the establishment of Local Emergency Management Councils in all LGAs is being considered.

The NEMA zonal office for the South East Zone is located in Enugu city and covers the states of Abia, Anambra, Ebonyi, Enugu, and Imo.

## **Ebonyi State**

Ebonyi State shares border with Enugu State to the west and is one of the younger states in Nigeria. It was created in 1996 and has a population of approximately 42.177 million, most of which are farmers and traders. The State has several solid mineral resources and is called “the salt of the nation” for its huge salt deposits. The State is divided into 13 Local Government Areas with Abakaliki as its capital.

Windstorms are considered one of the main hazards in Ebonyi but the population is also vulnerable to communal violence. Outbreaks of epidemics such as Lassa fever, cholera, typhoid and meningitis occur but are generally contained.

### **Organizational structures, functionality and roles and responsibilities for disaster management**

- Lack of integrated response plan for all emergency response stakeholders clarifying their roles and responsibilities.
- NEMA zonal office often depend on instructions or authorization from the Headquarters in Abuja, for example, before warehouse items can be distributed.
- Rescue services are provided by multiple stakeholders, for example, both the FRSC and NEMA are providing ambulance services, the Nigeria Security and Civil Defence, SEMA and State Fire Services are providing rescue services while NSCDC and FRSC are both responding to road accidents.
- Due to lack of operational logistics capacity there is dependency on the private sector in an informal manner rather than based on framework agreements.
- FRSC, NSCDC and Fire service have offices at LGA but with limited capacity
- “Communication gap” between LGA and SEMA.
- Even though the FRSC is supposed to conduct law enforcement they lack the means to do so. For example, they are unarmed and for security reasons, therefore, are not able to operate 24/7.
- FRSC provides recommendations and escort for transport of hazardous materials on roads.
- UNICEF is supporting the establishment of LEMCs.
- UNICEF is particularly working on enhancing the emergency response in terms of “softer issues” such as child protection since this area tends to be overlooked.

- UNICEF has experienced that the response is slowed down due to bureaucracy.

## **Ebonyi**

- SEMA has only three permanent staff; other staff members are ad-hoc.
- Even though there is a legal framework in place, funding is only on paper.
- LEMCs are to be established by law in all LGAs however this has not been implemented so far. At the local level, emergency response is to a wide extent carried out by grassroots emergency volunteer corps, NGOs and faith based organisations.
- SEMA has only one vehicle and it is in bad condition. Therefore, it has become more difficult for them to conduct assessments and provide relief to affected locations outside, Abakaliki the State capital.

### ***Recommendation:***

The Federal Road Safety Corps should be given the responsibility of conducting mandatory training for new drivers in order to increase road safety, since road accidents constitute a major hazard.

The special unit for vulnerable groups at NEMA HQ should focus on getting SEMAs and other stakeholders to increase attention to the needs of vulnerable groups during emergencies.

Identify emergency responders and clarify roles and responsibilities of the various stakeholders in order to bridge gaps and avoid overlaps.

Activities to build trust between stakeholders should be prioritised.

### **Coordination mechanisms, command and control structures and Standard Operating Procedures**

#### **Enugu**

- Lack of coordination platform at the State level; currently there is a SEMA committee which serves as the coordination platform that meets bi-monthly.
- There is the need for a common operations centre where all stakeholders meet to share information and establish a common operational procedure.

- Coordination between stakeholders relies on interpersonal relationships rather than a systematic approach to emergency response that requires the involvement of multiple stakeholders.
- Lack of common emergency numbers is a challenge as well as the dependency on mobile networks rather than radio communication with no back-up system.
- Lack of SOPs for emergency response. Example: no designated incident commander, but rather “first on the spot is in charge”.
- In general there is good cooperation among key responders in the Enugu State.
- According to UNICEF, there is an MoU regarding emergency relief items with the Nigerian Red Cross Society but society indicated that it is yet to be finalised. UNICEF has prepositioned relief items in Society’s warehouses in Benoi, Enugu.
- There is positive indication that Nigerian Red Cross Society is taking part in coordination mechanisms at the State level but not yet on local level.
- The functioning of the coordination mechanisms should be structured in a way that appeals to other actors such as faith-based organisations and NGOs.

## **Ebonyi**

- Coordination between stakeholders at the State level is hampered by lack of funds to pay the expenses of participating agencies. Emergency Management Committee meetings were supposed to take place four times per year, but in 2011, only one meeting was conducted and none has yet been held in 2012.

## ***Recommendation***

Develop SOPs within agencies.

Increase cooperation between Nigerian Red Cross Society Rapid ERUs and LEMCs at local level.

Increase cooperation between agencies and stakeholders delivering similar services.

Improve coordination mechanisms to facilitate faster response, promote inclusiveness and develop lines of communication.

Improve exchange of information between SEMA and faith- based organisations?

Install toll-free emergency numbers.



## **Response mechanisms for areas of focus**

- Internal displacements including IDP camp management:
- Faith-based organisations in Enugu are playing a role in assisting IDPs who fled from violence in the north.
- In Ezillo, there are more than 3,000 IDPs due to communal violence and they are all staying with host families, i.e. no camps. A coordination committee of representatives of the villages from which they fled has been set up to organise and manage the interests of the IDPs, including aid distribution.

### **Recommendation:**

NEMA should take necessary steps to ensure that the needs of the IDPs other than providing immediate relief, for example, protection, are addressed.

Encourage the recently established Vulnerable Group Care Unit to be present in all zonal offices.

Need for clarification regarding the roles and responsibilities of NEMA and National Committee for Refugees concerning IDPs.

### **Emergency health capacity (floods/epidemic response, mass casualties and trauma management):**

Red Cross has limited capacity, no clinic, no ambulance and has stocks of NFIs for only 50 families.

Recommendation to increase support for first aid training and evacuation of injured:

The development of professional ambulance services, such as ESMERT, should be encouraged and further developed. Having a professional ambulance service is a positive improvement of the emergency health care system and could possibly replace the ambulance services provided by other agencies that should then focus on improving on their main functions. ESMERT fees should be settled by government if patient is unable to pay.

There is low public awareness on the existence of ESMERT.

Misuse of the Nigerian Red Cross Society emblem on ambulances should be stopped and a common ambulance emblem should be installed.

In Ebonyi, the surveillance of epidemics seems to be working well. At LGA level, there is a reporting, assessment and alert system in place and the Ministry of Health

has epidemics response teams that can be rapidly dispatched to take samples. However, the State lacks the capacity to analyse samples which have to be sent to Ibadan. Routine immunization is hampered by the lack of a reliable cold chain for vaccines even though the campaigns usually received good response. There is no functioning state ambulance service. The ambulance service is provided by faith based organisations. MoH have partnered with six rural private hospitals (mostly church based) and aims to achieve a unified health system without separation between private and public medical service providers. There are two referral hospitals which do not require a deposit from patients who seek treatment as a result of communal violence.

At the Federal level, the MoH has established a flow chart of information from local to State to Federal level to facilitate an integrated disease surveillance and response system. However, not all cases are reported, which makes it difficult to get a comprehensive overview. A National Centre for Disease Control has been established under the MoH, but it is not yet fully operational.

There is an urgent need for hospitals providing more advanced trauma care, in particular with the increased number of injuries sustained as a result of communal violence.

- **Fire response capacity at federal, state and local levels:**

Enugu State has provided additional funding for the State Fire Service in order to set up offices in all LGAs in the state to improve fire response capacity.

The Enugu State Fire Service has increased their capacity since the Government gave it priority. Even so, their capacity is still limited. Challenges include lack of equipment, communications, sufficient access to water and training on new techniques. It is positive that there are arrangements underway for providing the Fire Service with law enforcement rights in terms of fire inspection.

In terms of oil spill accidents, the Fire Service has limited capacity to prevent any fire outbreak or extinguish such fires. Secondary threats such as environmental impact is not handled by the Fire Service.

Fire prevention activities, including public education, should be emphasised.

Search and Rescue capacity: NEMA zonal office in Enugu **but have** limited search and rescue capacity for small scale operations.

## **Tools**

- **Contingency planning:**

UNICEF is supporting LEMCs with contingency planning and supports SEMA in building capacity on contingency planning and preparedness, health, child protection, education and WASH in emergencies.

Lack of risk mapping at all levels.

In Ebonyi, SEMA has developed an extensive disaster response plan for 2012 including the production of contingency plans with stakeholders but due to lack of funding the implementation will most likely be difficult.

- **Monitoring and evaluation:**

General lack of monitoring and evaluation

- **Needs assessment:**

In Ebonyi, SEMA has assessed 1,750 emergencies during the past two years, mostly windstorms and communal crises affecting 17,000 people of which only 2,500 had received assistance. Affected population is therefore strongly relying on other coping mechanisms. When conducting assessments, SEMA invites Red Cross and Civil Defence to do joint assessments.

- **Information management:**

In Ebonyi, early warnings to the public have been issued ahead of the rainy season via radio but they are having a limited effect because the population has no alternatives.

- **GIS capacity** (including satellite interpretation)

### **Human resources and training**

- Joint exercises not done on a regular basis. There was one exercise some years ago based on an air crash scenario and facilitated by the military. No other exercise has been organised since then.
- No holistic approach to training. Agency specific training is being conducted, including the training of volunteers and school education.

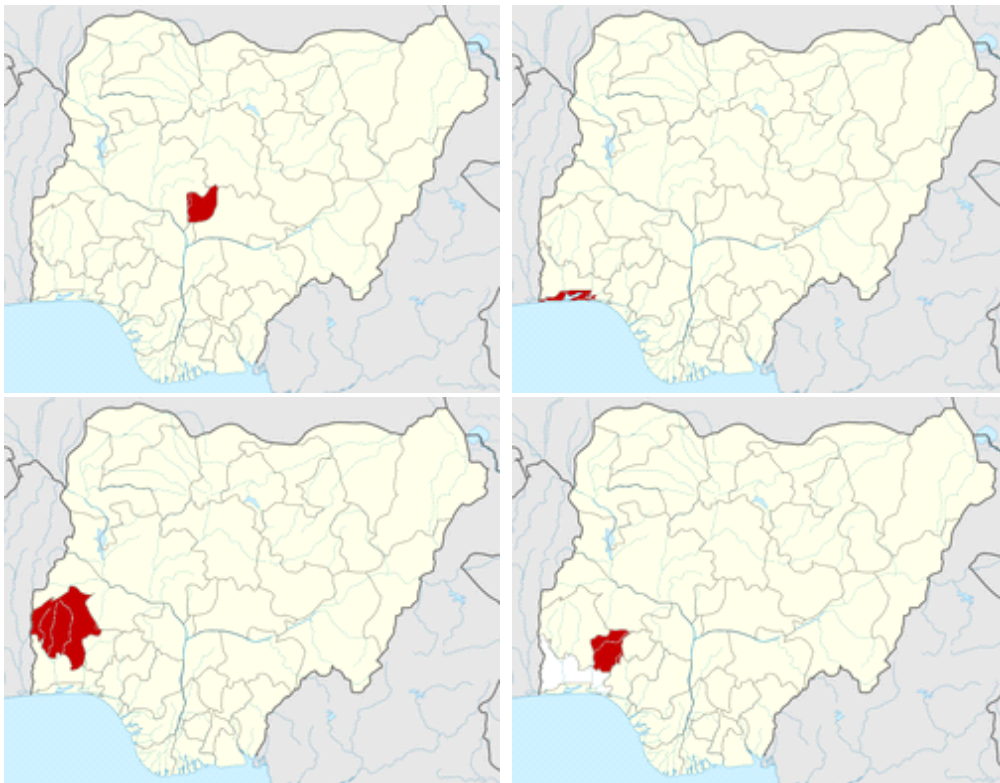
- NSCDC emphasised the need to focus on prevention initiatives rather than DM to educate the public, for example to dig trenches before the rainy season and hygiene promotion to prevent epidemics. Fire service has involved schools in fire prevention.
- SEMA in Ebonyi has been supported with training in capacity building by NEMA zonal office and UNICEF.

### **Funding**

- General understanding that there is a lack of funding, in particular for logistics and communications.
- No dedicated emergency fund, funds have to be released on a case by case basis.
  - UNICEF is advocating for allocating budget for emergency response.
- In Ebonyi, 1% of the federal joint account is reserved for SEMA but has not been released since December 2009 when the decision was taken.

## Annex 6 – Team 3 Field Report: Abuja FCT, Lagos, Oyo, Osun

Team 2 consisted of NEMA, Austrian and French UNDAC members, UNHCR, UNICEF and OCHA, visited Federal structures in Abuja and then Lagos and Oyo States in south western Nigeria.



### Abuja FCT

#### **Organizational structures, functionality and roles and responsibilities for disaster management**

There is an extensive and detailed emergency management plan, provided by NEMA, which covers almost all emergency and disaster possibilities. In order to ensure the plans are easily understood and operationalised, table top exercises with stakeholders and the zonal offices are encouraged.

NEMA South West suggested regular simulation exercises which will enable relevant stakeholders to know their assigned roles and responsibilities during response. Training on impact assessment will also help improve their Rapid assessment skills. (This paragraph, too, stands alone and out of sequence)

### **Nigerian Red Cross Society**

- Functions as an auxiliary of the FGN; operating at the 3 tiers of government and at community level using over 350,000 trained volunteers
- Has branches in all states of the federation and Abuja with structures in some LGAs in the country and works mostly with volunteers, medical and paramedical teams
- Staff and volunteers are trained in early warning methodology and incident reporting.
- Emergency Response activated in line with SOP and Hazard specific contingency plans.
- Has two major warehouses in Lagos and Kano for storage of prepositioned materials for the North and South and some mini warehouses/stores in selected locations in some States.
- Coordination relationship with NEMA has improved considerably. The Secretary General of the NRC sometimes accompanies the DG NEMA on assessment missions.
- Funded through support from its international partners through instruments such as DREF (disaster relief emergency fund) usually activated within 48 hours of a disaster and some local fund raising through the secretariat.
- Uses large number of volunteers and has a motivational package that includes awards and recognitions for service as a means of retention of volunteers.
- Has an MoU with UNICEF on EPRP and in the process of signing an MoU with the UNHCR

### **Federal Road Safety Commission**

- Functions as the FGN agency for management of road traffic crashes and accidents.
- Has an emergency call centre with GPRS and a digital map of Nigeria and the FCT with all patrol, towing trucks and ambulances fitted with active GPS tracking system, ready to deploy ambulances and rescue teams to scenes of accident within 25 minutes of receiving an alert.
- Responsible licensing of private driving schools and issuance of drivers license, registration of vehicles, tracking and managing database of road traffic offences.

- Operates a city and fixed ambulance station service in collaboration with other stakeholders like the Nigeria Security and Civil Defence corps, by pre-positioning ambulances and life support mobile clinics at strategic locations on major intersections, city gate etc, that are accident prone to guarantee quick intervention.
- Conducts regular enlightenment campaign on safe driving and defensive driving skills etc.
- Conducts simulation regularly and jointly with other stakeholders including the NSCDC and the Nig Red Cross
- Desires to have more towing trucks as the current 8 is grossly inadequate for effective operations.
- Desires to have crash rescue equipment fitted to the patrol vans to aid evacuation of trapped accident victims.
- Has Some Road-Side Highways Emergency Clinics to assist in stabilizing injured crash victims to improve chances of survival of patients.

#### **Nigeria Security & Civil Defence Corps**

- Has a bi-focal mandate to provide security to civilian population as well as assist the civilian population during mass evacuations and unforeseen disasters.
- Currently has commands in all states of the federation and some LGAs
- Always ready to deploy its trained staff and search and rescue facilities, including dogs, etc to assist in fast evacuation.
- Established the academy for disasters and peace studies with a good complement of resource persons from within and outside Nigeria.
- Carry out joint simulation with NEMA and other critical stakeholders.
- Desire to have more search and rescue equipment to enable better response to disaster
- Desire to further build the capacity of its large staff in life saving skills, basic rescue skills and some advance disaster management skills.
- Desire to have a specific lead role in some of the areas assigned to the Fire services such as floods and building collapse.

- **Field visits**
- **Organizational structures, functionality and roles and responsibilities for disaster management**

### **Oyo State**

- Has a functional SEMA with an Office in the Government Secretariat and 28 permanent staff and some volunteers.
- Has a draft Multi Risk Contingency Plan developed with the Assistance of UNICEF.
- Has a Warehouse with some prepositioned items, including those received from NEMA, LASEMA, UNICEF and some other stakeholders during the 2011 floods.
- Rescue services are conducted by multiple stakeholders, for example, both the FRSC NEMA are providing ambulance services, the Civil Defence, SEMA and State Fire Services are providing rescue services, NSCDC and FRSC are both responding to road accidents.
- FRSC, NSCDC and Fire service have offices at LGA but with limited capacity
- The Local Governments confirmed receiving official instruction from the State Government to establish LEMCs but the two LGAs visited appeared not to have complied with the directive.

### **Osun State**

- SEMA is established and backed by an enabling law in the State and reports to the office of the Deputy Governor, Has 15 permanent staff and some ad-hoc staff from other ministries to provide such support as communications and information management.
- Even though the legal framework and funding guidelines are in place, funding mechanism has not been fully implemented.
- New Toyota Hilux pick up van has been provided for SEMA to support the existing 12-seater response van.
- LEMCs are to be established in all LGAs by law. However, SEMA claimed that 12 LEMCs are already established and functional but only 1 out of the 3 LGAs visited showed evidence of the existence of LEMC.



- SEMA operates temporary warehousing facility within the secretariat complex using some stores and open parking lots for some NFIs and small stock of food items which are stored in bad conditions. But a new modern warehouse is under construction for the Agency.

#### **Lagos State:**

- SEMA is established and backed by an enabling law in the state and reports to the office of the Commissioner for Special Duties, has 100 permanent staff with well-defined organogram, and effectively uses volunteers and other stakeholders.
- The State has an Emergency Response Cyber Infrastructure with a dedicated call centre and call receptionists.
- Emergency call numbers 767 and 112 exist as toll-free numbers for reporting disasters and ambulance response.
- Operational Vehicles, Light Tools, Heavy duty rescue equipment including generator powered search and rescue lights were available.
- There is the evidence of Strong collaboration within stakeholders in the operations of the state emergency system, including fire service and the state ambulance services.
- The Local Government visited showed us the LEMC inauguration memo and reported regular meeting of the committee and also showed some pictures of mapped hazard zones in the LGA that may require the urgent intervention of LASEMA and the LASG.

### **Recommendation:**

- *Need for SEMAs capacity in stores management, especially in handling storage and distribution of food items such as (FIFO/LILO) methodology, labelling etc.*
- *Advocacy to the State Government to implement law on funding mechanism through the State allocation of the national ecological fund*
- *Identify emergency responders and clarify roles and responsibilities of the various stakeholders in order to bridge gaps and avoid overlaps.*
- *Activities to build trust between stakeholders, such as joint simulations, regular stakeholders meetings etc. etc. should be prioritised.*
- *Osun State to consider the possibility of creating a disaster management/ first aid “gangs” within the existing Osun Youth Empowerment Scheme(O`YES) which already employed 20,000 youth to increase the available manpower of SEMA in collaboration with the State Red Cross Society.*
- *Osun State to consider a closer collaboration with the state ministry of environment in other to engage in DRR activities at the state.*

### **Coordination mechanisms, command and control structures and Standard Operating Procedures**

- The meeting of stakeholders at state and local government level should be improved; the usual annual meetings of stakeholders should be at regular intervals.
- Structures for emergency response at each level of health system should be prepared for each PHCs and governmental hospitals, with at least simple, basic SOPs. These SOP should concern doctors and medical personal as well.
- Persons, who take over the lead in case of major emergencies or disaster situations for any health facility should be identified and trained through NEMA
- NEMA should sensitise SEMAs on the importance of vulnerability capacity assessment
- According to NEMA SW, the lead Agency of the emergency being responded to should nominate the incident commander for the response.

**Oyo State:**

- Could not demonstrate that the “Incident Command System” is in place such that all stakeholders can respond within own mandate.
- Need for a common operations centre where all stakeholders meet to share information and establish a common operational approach to a disaster.
- Lack of common emergency numbers is a challenge as well as the dependency on mobile networks rather than radio communication with no back-up system.

**Osun State:**

- Coordination meetings said to take place quarterly but none had taken place in 2012.
- Stakeholders meeting called at the instance of our visit showed some level of collaboration between emergency stakeholders in the state capital as SEMA was able to assemble about 10 major stakeholders in less than 24 hrs.

**Lagos State:**

- Coordination of LASEMA seems to be under control with the deployment of the call centre facilities for Incident control.
- Stakeholders meeting reportedly happens every month for debriefing
- The existing capacities such as health facilities should be listed and provided also as visible tools.
- The basic structures in the health system seem to be adequate. Although the coordination from PHC to governmental and federal hospitals is not visible, only the actors know the contacts.
- The space capacity in the visited facilities seem also to be sufficient, However, plans for chaining the expected stream of patients should be of concern.

**Recommendation**

- *Develop inter/intra agencies SOPs.*

- *Increase cooperation and collaboration between agencies and stakeholders delivering similar services.*
- *All Agencies as regular practice be encouraged to Map the training needs of their staff in order to identify gaps and seek specific capacity building.*

### **Response mechanisms for areas of focus**

Pre-positioned relief materials were in the stores of the Agencies visited.

### **Emergency health capacity:**

Emergency health capacity is observed to be adequate in Lagos, but same cannot be said for Osun and Oyo States. The existing facilities should be listed and visible. The basic structures in the health system seem to be adequate. The coordination from PHC to governmental and federal hospitals is not visible, since only the actors know the contacts. The space capacity in the visited facilities also seems to be sufficient. Observing the health/emergency system from top to bottom, reveals the system gets weaker at the primary level and awareness for emergency response to major incidents depends on the personal engagement of the staff.

- The minimum standards for emergency response of the health system should be defined and provided by NEMA to all states, as lowest common denominator
- In Osun and Oyo States, no pre-hospital support is provided. Transportation is allocated to first aiders and not organized; an ambulance system with an emergency number only exists in Lagos State.
- In PHCs and state hospitals no structures are available to be deployed to scenes of incident, to provide treatment in the “golden hour of shock”.
- The system in Lagos State has improved, with an existing ambulance and mobile ICU system, so that the main principles of positioning, volume replacement, analgesia and monitoring seem achievable.
  - **Epidemic diseases:** Cooperation and rapid coordination between the stakeholders, including the federal laboratories should improve.
  - **Vaccinations:** The constant supply of vaccinations should be secured and monitored at State level
  - Osun State had just acquired new ambulances to be positioned in the LGAs of the State.

## **Fire services response capacity**

The fire department is a service that affects people directly, especially during disasters such as fire, flood, drought, etc. and in the management of industrial and common risks. This service raises high expectations from the public, and thus has a high visibility. It is also a cornerstone of the overall security of a state and covers aspects such as economic security, health, food, civil and industrial security.

Assessment work conducted during this mission took us to Oyo, Osun and Lagos fire services.

### **Observations:**

These assessments have highlighted weaknesses at both the organizational, structural and operational level. The structures of fire fighters, despite a clear desire to move forward, do not have the minimum requirement to carry out their tasks that are clearly set by laws. Therefore, they are not able to respond to the current emergencies or to exceptional situations, like some recurring floods, landslides, urban fires, fire in markets or bush fires. In addition, road accidents are a real scourge in the country since it is the second biggest killer after malaria. Finally, the risk TMD (transportation of hazardous materials), including oil, is a constant risk in Nigeria.

This situation is compounded by the lack of preparation of the fire fighters, coupled with the deficiencies in field training. There is currently no training program in the 3 states visited. The standard operational procedures, the texts of prevention and preparedness are insufficient. The Continuing professional education normally intended to develop reflexes and make operational the fire fighter is very limited. In general, training devices are inefficient and poorly adapted, and the quality of initial training is very low, except in Lagos fire and safety services. The transmission of knowledge and culture specific to the job of the fire fighter is too poor to develop a good quality of service.

The technical level of basic equipment for fire fighters in the country is dramatically low: lack of vehicles, equipment and materials; major difficulties of servicing and maintenance, lack of water supply system for the urban fire defence. Beyond the current risks, it remains clear that the fire fighters do not have enough specialized equipment as breathing apparatus, bunker gear, rescue materials... Also to respond to the specific risks they need appropriate vehicles and special materials as aerial ladders, foam tender, water supply trucks... These significant deficiencies have a real impact on the success of relief operations. This situation becomes unbearable for the fire services and led to strong tensions and the risk of demoralising staff.

Nigerians have been known for their fire service pragmatic approach to challenges, but unfortunately their fire service is not working well. For it to function, the federal and states fire services need general overhauling, re-engineering and re-packaging for the confidence of the public to which they are responsible to. Moreover, the tasks performed by the fire services are not sufficiently known, understood and integrated by other partner services or the highest administrative authorities or political. For example, the Oyo and Osun fire services have never benefited from planning and funding to improve their most basic needs.

### **Recommendations:**

- *An institutional development programme should be elaborated by each state to ensure they have the capacity, and importantly, the budget to support and to perform the fire service.*
- *The roles and responsibilities need to be clarified between all the emergency services, in each state.*
- *Cross-boundary arrangements between states should be developed so that resources and information can be shared.*
- *As a matter of priority, state with responsibility for infrastructures, supplies and equipment for fire service, must reserve funds for essential supplies and maintenance of equipment.*
- *Register of available equipment and supplies for use in fire service response activities, including those available from other sources (private services) should be compiled and regularly updated, at the state and local level.*
- *Coordination with the state fire service and all the others emergency services should be strengthened.*
- *Provide good vehicles, materials and equipments for the fire service.*
- *Use the new fire fighting technique with appropriate materials (such as the one seven system for example).*
- *Provide good individual protection clothes to the fire fighters.*
- *Provide good and intensive fire fighting trainings in each state.*
- *Provide a good communication system in each state.*

- *Reinforce and provide the water supply fire defence system with hydrants and/or water tanks.*
- *Recruit additional staff to strengthen each fire service. Soliciting the assistance of the civil defence personnel could be a solution.*
- *In each state, the fire service must have a greater role within of the emergency management disaster system.*

### **Search and Rescue capacity**

Search and rescue in each state is provided by a number of actors including fire service, SEMA, NRCS, NSCDC. Therefore it was difficult during this mission to properly assess the response capabilities of each service. Current SAR capacity is generally based upon vehicles accidents and flood rescue. The capacity is limited and national standard don't exist. Some duplication of roles and responsibilities is apparent and this is not appropriate. There is a general lack of understanding on search and rescue issues and, the proliferation of services mask the lack of appropriate resources.

### **Recommendations:**

- *The roles and responsibilities of all search and rescue service providers need to be clarified.*
- *Each state should undertake an audit of its SAR capacity.*
- *Coordination amongst all the search and rescue responders should be strengthened.*
- *In function of the audit result, as a priority, provide to one or two services good vehicles, materials and equipment.*

### **Tools**

- Contingency planning: UNICEF is supporting SEMAs with contingency planning and building capacity on contingency and preparedness planning, health, child protection, education and WASH in emergencies. All the 3 States visited have a UNICEF supported contingency plan.
- Monitoring and evaluation: General lack of monitoring and evaluation system.
- Needs assessment tools existed in the states visited

- Information management is part of the existing SOPs in the state visited. NEMA HQ should decentralise her GIS unit.
- More information about precaution of the major emergency and disaster should be provided to health system and to the communities, as well as information about epidemic diseases (Lassa, Malaria, Cholera, and Meningitis) in a visible simple form

### **Human/equipment resources and training**

- Joint exercises not done on a regular basis.
- No holistic approach to training, agency specific training is being conducted, including the training of volunteers and school education.
- SEMA in the states received support on training in capacity building by NEMA SW ZONAL office and UNICEF.
- In primary and secondary level no special stock for major emergencies and disaster situation are planned (Infusions, dressings, analgesics, antibiotics), so the expectation for running out is very high.
- The number of stretchers is limited; no reserves for beds / line /sanitation facilities these are issues of concern in hospitals. The alert of medical personal depends on telephone and SMS. The equipment of the health facilities are generally not the standard of high developed countries, but for sure it improves with further development
- Training and education for emergency and disaster medicine is not established as a separate profession for health workers. Training facilities are well established in Lagos State, the training programs depend on foreign trainers. A training system for BLS, ALS and extended first aid should be established and defined for all agencies, who are involved in emergencies according to the, NEMA, NRCS, NRSC, NPC, Fire services,
- NSCDC, medical staff in general should be trained , starting with a training the trainers programme
- The NRCS should be encouraged to provide basic first aid to the population in general



- Need for training in the following areas; ICT, SAR, Casualty Handling, Incidence commanding during emergencies, and Disaster Preparedness and management.

### **Funding**

- Lagos State has a dedicated state emergency fund; funds were regularly increased on case by case basis to meet their planned activities.
- Oyo and Osun states have enabling law for their establishment but the funding mechanism yet to be activated in the two states.