

Botswana

National progress report on the implementation of the Hyogo Framework for Action (2009-2011)

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Strategic goals

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Strategic Goal Statement 2011-2013:

Providing a national developmental framework to shift the paradigm from disaster management to disaster risk reduction.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Strategic Goal Statement 2011-2013:

Build the national institutional capacity to implement disaster risk reduction in Botswana

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Strategic Goal Statement 2011-2013:

Implementation of National Disaster Risk Management Framework

Priority for action 1

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 1: Core indicator 1

National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Is DRR included in development plans and strategies? No
- * No: National development plan
- * Yes: Sector strategies and plans > National Disaster Risk Management Plan (2009)
http://preventionweb.net/files/15402_nationaldisasterriskmanagementplano.pdf [PDF]
- * No: Climate change policy and strategy
- * No: Poverty reduction strategy papers
- * No: Common Country Assessments (CCA)/ UN Development Assistance Framework (UNDAF)

Description:

Botswana has a national disaster management policy formulated in 1996. The policy provides guidelines for all the sectors and institutional levels to implement disaster preparedness and emergency response. The National Disaster Management Office in the Office of the President is an apex office to coordinate DRR related activities in the country. At the district level the similar role is played by the District Commissioner's office, which coordinates activities at the district level with the help of District Disaster Management Committee members which is formed by all the various government department heads and non-governmental representatives. At national level the NCDM (is also the National Platform) guides NDMO in the policy development and implementation, the National Disaster Management Technical Committee (NDMTC) provides technical guidance to the NCDM so NCDM can take better informed decisions.

Context & Constraints:

Active participation of all the sectors including private and non-governmental sector is a challenge.

The National Disaster Management Office is under resourced and therefore lacks the capacity to encourage active participation of multiple sectors.

There is a need to strengthen the linkages between DRR and Climate Change Adaptation (CCA) fraternity in the country.

There is no specific legislation to support the implementation DRR in the country.

Priority for action 1: Core indicator 2

Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

- * Is there a specific allocation of budget for DRR in the national budget?
- * 0 % allocated from national budget
- * 0 USD allocated from overseas development assistance fund
- * 0 USD allocated to hazard proofing sectoral development investments (e.g transport, agriculture, infrastructure)
- * 0 USD allocated to stand alone DRR investments (e.g. DRR institutions, risk assessments, early warning systems)
- * 780000 USD allocated to disaster proofing post disaster reconstruction

Description:

Since 2009, with the assistance of UNDP government of Botswana is implementing a national institutional capacity building programme for DRR. The funds are mainly committed for the training and capacity building of national and district level stakeholders in the country.

Context & Constraints:

Government has not been able to identify a clear budget line per se for DRR however there are many programmes are running in the country for poverty reduction, food security and improving public health among others, this in a way reduces the vulnerability of the people against various disasters

A national comprehensive DRR strategic plan development is under progress . This plan will be developed by involving multiple sectors , it is expected that government will commit substantive resources for the implementation of the plan

Priority for action 1: Core indicator 3

Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

- * Do local governments have legal responsibility and budget allocations for DRR? No
- * No: Legislation

* No: Budget allocations for DRR to local government

Description:

The participation amongst the sectors to mainstream DRR need to be strengthened.

Context & Constraints:

There is a lack of monitoring and evaluation tools to ensure active participation of the local level partners.

Priority for action 1: Core indicator 4

A national multi sectoral platform for disaster risk reduction is functioning.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Are civil society organisations , national planning institutions, key economic and development sector organisations represented in the national platform? No

* 1 civil society members (specify absolute number)

* 15 sectoral organisations (specify absolute number)

* 1 women's organisations participating in national platform (specify absolute number)

Description:

The national platform needs to include some substantial members from the private sector organisations.

Context & Constraints:

Insufficient resources at National Disaster Management Office which acts as a secretariat for the National Platform

Priority for action 2

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 2: Core indicator 1

National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Is there a national multi-hazard risk assessment available to inform planning and development decisions? Yes

* No: Multi-hazard risk assessment

* 0 % of schools and hospitals assessed

* 0 schools not safe from disasters (specify absolute number)

* No: Gender disaggregated vulnerability and capacity assessments

* No: Agreed national standards for multi hazard risk assessments

Description:

A Hazard Vulnerability and Risk Identification study was commissioned by the Government of Botswana in 2008. The study highlights actual and potential disaster threats in the country with a detailed analysis by using GIS.

Context & Constraints:

The findings of the study are up to the district or urban level, the study has not incorporated risk data at village and community levels.

Priority for action 2: Core indicator 2

Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Are disaster losses systematically reported, monitored and analysed? Yes

* Yes: Disaster loss database

* Yes: Reports generated and used in planning

Description:

The NDMO with the help of District Disaster Management Committees (DDMC) collects the data on disaster impacts. The data further analysed by Central Statistics Organisation (CSO) and disseminated country wide for the reference and future planning .

Context & Constraints:

The NDMO still lacks a state of the art system of data collection and compilation , many sectors who are responsible to provide data to NDMO also lack capacity to collect and analyse the data.

Priority for action 2: Core indicator 3

Early warning systems are in place for all major hazards, with outreach to communities.

Level of Progress achieved:

5: Comprehensive achievement with sustained commitment and capacities at all levels

Means of verification:

* Do risk prone communities receive timely and understandable warnings of impending hazard events?
Yes

* Yes: Early warnings acted on effectively

* Yes: Local level preparedness

* Yes: Communication systems and protocols

* Yes: Active involvement of media in early warning dissemination

Description:

The Department of Meteorological Services and NDMO issues earlywarning regularly to the District Officials and further this warning is communicated to the community. Besides Radio, Television and News papers , Mobile phone SMS are used to disseminate early warning information.

Context & Constraints:

Most of the early warning dissemination is done by using electronic communication equipments. The country needs to employ more sophisticated and non-conventional energy using equipments.

Priority for action 2: Core indicator 4

National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Does your country participate in regional or sub-regional DRR programmes or projects? Yes

* No: Programmes and projects addressing trans-boundary issues

* Yes: Regional and sub-regional strategies and frameworks

* Yes: Regional or sub-regional monitoring and reporting mechanisms

* No: Action plans addressing trans-boundary issues

Description:

The Southern African Development Communities (SADC) has got the mandate to provide information related trans-boundary disaster risks. The respective departments in the country such as Water Affairs have some bilateral agreements with the countries in the region to share the information and data

Context & Constraints:

The SADC based early warning system is non-functional and requires capacity building.

Priority for action 3

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 3: Core indicator 1

Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc)

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Is there a national disaster information system publicly available? No

* No: Web page of national disaster information system

* No: Established mechanisms for accessing DRR information

Description:

NDMO is in the process to develop a comprehensive web portal to provide information on disaster risks and risk reduction measures in the country.

Context & Constraints:

Not enough resources and capacity.

Priority for action 3: Core indicator 2

School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Is DRR included in the national educational curriculum? No

* No: Primary school curriculum

* No: Secondary school curriculum

* Yes: University curriculum

* No: Professional DRR education programmes

Description:

Department of Sociology in University of Botswana conducts a course on disaster management.

Context & Constraints:

Lack of sufficient capacity and resources at NDMO

Priority for action 3: Core indicator 3

Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strengthened.

Level of Progress achieved:

1: Minor progress with few signs of forward action in plans or policy

Means of verification:

- * Is DRR included in the national scientific applied-research agenda/budget? No
- * No: Research outputs, products or studies
- * No: Research programmes and projects
- * No: Studies on the economic costs and benefits of DRR

Description:

The NDMO is preparing a national strategy to implement DRR.

Context & Constraints:

Lack of capacity and resources

Priority for action 3: Core indicator 4

Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

Level of Progress achieved:

5: Comprehensive achievement with sustained commitment and capacities at all levels

Means of verification:

- * Do public education campaigns on DRR reach risk-prone communities? Yes
- * Yes: Public education campaigns.
- * Yes: Training of local government
- * Yes: Availability of information on DRR practices at the community level

Description:

NDMO has organised nation wide campaigns on multiple hazards and vulnerability among the community members. The NDMO has also trained District level officials in Disaster Risk Reduction and Emergency Management planning.

Context & Constraints:

Lack of tools to determine the effectiveness of such awareness campaigns .

Priority for action 4

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 4: Core indicator 1

Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.

Level of Progress achieved:

1: Minor progress with few signs of forward action in plans or policy

Means of verification:

* Is there a mechanism in place to protect and restore regulatory ecosystem services? (associated with wet lands, mangroves, forests etc) Yes

* Yes: Protected areas legislation

* Yes: Payment for ecosystem services (PES)

* Yes: Integrated planning (for example coastal zone management)

* Yes: Environmental impacts assessments (EIAs)

* Yes: Climate change adaptation projects and programmes

Description:

The Government has provided a special policy for ecologically sensible areas of the country such as Okavango delta. The Ministry of Environment Wildlife and Tourism is running a programme as Green Scorpions, they are group of volunteers working at the community level act as watchdogs for any kind of environmental violations conducted by people in the villages of Okavango delta. The Ministry has also developed Okavango Delta Management Plan, which provides guidelines to operate the business related to the ecologically friendly tourism industry in the area.

Environment Protection initiatives:

LEGISLATION:

Wildlife and National Parks Conservation Act

Environment Impact Assessment Act 2005

Waste Management Act 2006

Herbage preservation Act, Forestry Act, Agric Resources Board Act

Meteorological Services Act

National Monuments and Relics Act

POLICIES AND STRATEGIES

National Conservation Policy and Strategy; Wildlife; Forestry; Waste Management; Land Use; and Tourism Policies

Ecotourism Strategy

Environment Management Act (in prep)

National Sustainable Development Strategy (to be developed by March 2012)

PLANNING

Area/Ecosystem/ Species Management Plans – Elephant Conservation Plan and Strategy, Okavango Delta Management Plan, Makgadikgadi Pans Management Framework, Chobe National Park Management Plan, etc.

INSTITUTIONS

Green scorpions
Anti-poaching Unit

Context & Constraints:

The national committee on the climate change adaptation and DRR are managed by two separate government entities and there is need for better coordination between these two entities.

Priority for action 4: Core indicator 2

Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.

Level of Progress achieved:

5: Comprehensive achievement with sustained commitment and capacities at all levels

Means of verification:

- * Do social safety nets exist to increase the resilience of risk prone households and communities? Yes
- * No: Crop and property insurance
- * Yes: Employment guarantee schemes
- * No: Conditional cash transfers
- * No: DRR aligned poverty reduction, welfare policy and programmes
- * No: Microfinance
- * No: Micro insurance

Description:

The government has a National Policy on Destitute which caters for the most poor people in the country.

Context & Constraints:

The government is in the process to develop some crop insurance schemes to ensure the safety against the drought.

Priority for action 4: Core indicator 3

Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities

Level of Progress achieved:

1: Minor progress with few signs of forward action in plans or policy

Means of verification:

- * Are the costs and benefits of DRR incorporated into the planning of public investment? No
- * No: National and sectoral public investment systems incorporating DRR.
- * No: Investments in retrofitting infrastructures including schools and hospitals

Description:

The National Disaster Management Office is in the process to develop a multi-sectoral disaster risk reduction strategy, there will be some specific components under this strategy to promote investments in structural risk reduction measures

Context & Constraints:

The DRR is a relatively new concept and getting multiple actors on the board is a challenge in the country

Priority for action 4: Core indicator 4

Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

- * Is there investment to reduce the risk of vulnerable urban settlements? No
- * Yes: Investment in drainage infrastructure in flood prone areas
- * No: Slope stabilisation in landslide prone areas
- * No: Training of masons on safe construction technology
- * Yes: Provision of safe land for low income households and communities

Description:

The Land board, is the authority which allocates the land to the people for housing and livelihood. The Land Board has the policy to not allocate the land to the people in the flood prone areas.

Context & Constraints:

In absence of any specific law which can deter the public to build their houses in the flood plains, often people ignore the recommendations of the land board and build their structures in to the flood prone areas.

Priority for action 4: Core indicator 5

Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

- * Do post-disaster recovery programmes explicitly incorporate and budget for DRR? No
- * 0 % of recovery and reconstruction funds assigned to DRR
- * No: Measures taken to address gender based issues in recovery

Description:

Recently the on the recommendations of the NDMO, the Ministry of Local Government has reconstructed the houses to the 2009 , flood affected victims in to the high lying areas. Such kind of practices are setting some precedences which will be followed by other stakeholders working in the post disaster recovery. The National Disaster Risk Management Plan of Botswana provides a directive to all the stakeholders to incorporate DRR in the post disaster recovery.

Context & Constraints:

The planned National DRR Legislation will ensure that DRR is incorporated in the recovery programmes.

Priority for action 4: Core indicator 6

Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Are the impacts of major development projects on disaster risk assessed? Yes
- * Yes: Assessments of impact of projects such as dams, irrigation schemes, highways, mining, tourist developments etc on disaster risk
- * Yes: Impacts of disaster risk taken account in Environment Impact Assessment (EIA)

Description:

The process has just taken off since the recurrent floods in Okavango delta has made authorities aware about the infrastructures have been built in the flood prone areas.

Context & Constraints:

Strengthening of the assessment tools and techniques are required

Priority for action 5

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 5: Core indicator 1

Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Are there national programmes or policies to make schools and health facilities safe in emergencies? No
- * No: Policies and programmes for school and hospital safety
- * Yes: Training and mock drills in school and hospitals for emergency preparedness

Description:

The National Disaster Management Office has developed a National Disaster Risk Management Plan (NDRMP) which provides framework to the various stakeholders to develop and implement their own disaster management plans with the vision and concepts of DRR. The Ministry of Health has used the NDRMP to develop their Health Related Emergency Management Plan.

Context & Constraints:

DRR plans has to be developed key stakeholders at various ministries and institutions functioning in the country.

Priority for action 5: Core indicator 2

Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Are the contingency plans, procedures and resources in place to deal with a major disaster? Yes
- * No: Contingency plans with gender sensitivities
- * Yes: Operations and communications centre
- * Yes: Search and rescue teams
- * Yes: Stockpiles of relief supplies

* Yes: Shelters

* Yes: Secure medical facilities

* Yes: Dedicated provision for women in relief, shelter and emergency medical facilities

Description:

All the districts in the country have developed their contingency plans to deal with the emergencies related to Wild Land Fire, Floods and Transportation Accidents. Simulation exercises are being organised by involving multiple stakeholders in the country

Context & Constraints:

The lack of funds at the district level to organise simulation exercises for all the prominent hazards.

Priority for action 5: Core indicator 3

Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

Level of Progress achieved:

5: Comprehensive achievement with sustained commitment and capacities at all levels

Means of verification:

* Are financial arrangements in place to deal with major disaster? Yes

* Yes: National contingency funds

* No: Catastrophe insurance facilities

* No: Catastrophe bonds

Description:

The National Disaster Relief Fund caters for all the expenses occurred for the relief and rehabilitation after the disasters

Context & Constraints:

There is no fund specifically caters for the disaster preparedness.

Priority for action 5: Core indicator 4

Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews

Level of Progress achieved:

1: Minor progress with few signs of forward action in plans or policy

Means of verification:

* Has an agreed method and procedure been adopted to assess damage, loss and needs when disasters occur? Yes

* Yes: Damage and loss assessment methodologies and capacities available

* Yes: Post disaster need assessment methodologies

* No: Post disaster needs assessment methodologies include guidance on gender aspects

* Yes: Identified and trained human resources

Description:

The post disaster loss assessments are done by District council and administration officials

Context & Constraints:

There is a need to strengthen the process

Drivers of Progress

a) Multi-hazard integrated approach to disaster risk reduction and development

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?:

Yes

If yes, are these being applied to development planning/ informing policy?:

No

Description (Please provide evidence of where, how and who):

The National Disaster Management Office (NDMO) of Botswana commissioned a detailed hazard, risk and vulnerability assessment study in the country in 2008. This study identified numbers of actual and potential hazards in the each districts of the country.

b) Gender perspectives on risk reduction and recovery adopted and institutionalized

Levels of Reliance:

No/ little reliance: no acknowledgement of the issue in policy or practice; or, there is some acknowledgement but nothing/ little done to address it

Description (Please provide evidence of where, how and who):

Gender mainstreaming is done by various government programmes in the country , the gender perspective is not explicitly mentioned under any DM related policies in the country

c) Capacities for risk reduction and recovery identified and strengthened

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

The UNDP and Govt of Botswana has been implementing institutional capacity building programme for the Disaster Risk Reduction in the country.

d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

DRR strategy is further going to cater for such issues.

e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

The Botswana Redcross Society and some private sector organisations are part of the National Platform and District Disaster Management Committee. The NDRMP acknowledges the role of non-governmental and private organisations for DRR implementation.

f) Contextual Drivers of Progress**Levels of Reliance:**

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

DRR strategy will take care of this issue

Future outlook

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Overall Challenges:

The lack of awareness of the developmental planners and policy makers. Non-available studies such as scope of risk transfer and risk reduction in the country.

Future Outlook Statement:

The National DRR strategy will ensure the participation of the key stakeholders who would participate to develop a risk investment profile of the country. This profile will become vital to provide sustative information to mainstream DRR for the sustainable developmental planning.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Overall Challenges:

The Ministry of Local Government does not have any institutional arrangements to include Disaster Risk Reduction in to the developmental planning at the District as well as at the Village level

Future Outlook Statement:

The National Disaster Management Office will ensure the role clarity of all the key stakeholders to implement DRR at their respective work areas through a detailed DRR implementation strategy.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Overall Challenges:

The National Disaster Risk Management Plan has just been developed which provides a framework for DRR and a generic Emergency Management Plan.

Future Outlook Statement:

The capacity building programmes for the national stakeholders and district level planners will be organised

Stakeholders

Departments/organizations that have contributed to the report

- * Ministry of Local Government (Gov) - Ms. Ofentse, Director
- * Ministry for Presidential Affairs and Public Admin (Gov) - Ms. Neo Asafo-Adjei
- * Botswana Red cross Society (NGO) - Mr. Titus Mokosha
- * National Disaster Management Office (Gov) - Mr. N.Moyo
- * Ministry of Environment, Wildlife and Tourism (Gov) - Rapelang Mojaphoko