

SYNOPSIS

Bi-ennial Report on the
Programme of Action for the
Implementation of the Sendai
Framework for Disaster Risk
Reduction 2015-2030 in Africa

2015-2018

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We remain indebted to our member states for providing data in spite of the numerous challenges they face. Without leadership and commitment demonstrated by the Regional Economic Communities (RECs), this Biennial Report would have been extremely difficult to realize.



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With the support from:



Introduction

The AU Heads of State and Government in the 28th Extraordinary Summit that took place in January 2017 in Addis Ababa, Ethiopia, adopted a Programme of Action for the Implementation of the Sendai Framework in Africa (the PoA). The AUC, as the custodian of the PoA, is required to coordinate and report on the implementation of the PoA biennially. In October 2018, the Sixth High Level Ministerial Meeting on Disaster Risk Reduction adopted a Monitoring and Reporting Framework for the PoA. In adopting the Framework, the ministers responsible for DRR mandated the African union commission to develop a Biennial report on the implementation of the PoA. This Report is therefore the first Biennial Report on DRR in Africa as called for by the Monitoring and Reporting Framework and the Tunis Declaration. The aim of the Report is to comprehensively report on the implementation of the Programme of Action for the implementation of the Sendai Framework 2015-2030 and the Africa Strategy for Disaster Risk Reduction.



The Report covers the period 2015-2018. Comparisons are made between the periods 2015-2016 and 2017-2018. The Biennial Report package is constituted of one Continental Report supported by six Regional Reports. The regions covered are: the East African Community (EAC); the Economic Community for Central African States (ECCAS); the Economic Community of West Africa States (ECOWAS); the Intergovernmental Authority for Development (IGAD); the Southern African Development Community (SADC) and Union du Maghreb Arabe (UMA) and North Africa (including Egypt and Saharawi Republic).

This synopsis is a summary of the findings of the Continental and Regional Reports. In addition to summing up the key findings, it also highlights recommendations for more effective DRR in Africa.

This report would not have been easy without support from our development and technical partners. The European Union (EU) and the Africa Caribbean and Pacific Group (ACP) of States provided the financial support required to deliver on this task. The United Nations Office for Disaster Risk Reduction (UNDRR) provided tools and technical support. Other International partners such as the International Federation for Red Cross and Red Crescent played important roles in data collection and production of the report. African Scientific Community, the youth, African Civil Society and media contributed immensely to the reporting processes.

We remain indebted to our member states for providing data in spite of the numerous challenges they face. Without leadership and commitment demonstrated by the Regional Economic Communities (RECs), this Biennial Report would have been extremely difficult to realize.

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Commissioner

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Background

In March 2015, the Sendai Framework for Disaster Risk Reduction 2015–2030 (SFDRR) was adopted by the UN General Assembly. In alignment with the SFDRR, the African Union (AU) Member States developed a new Programme of Action (PoA) for the implementation of the SFDRR in Africa. The African Union's Heads of State and Government in the 28th Extraordinary Summit that took place in January 2017 in Addis Ababa, Ethiopia, adopted the PoA. The PoA outlines how Africa aims to implement the Sendai framework for Disaster Risk Reduction (SFDRR) on the continent.

The seven targets of the SFDRR are:

- Substantially reduce continental disaster mortality by 2030
 - Substantially reduce the number of affected people continentally in Africa by 2030,
 - Reduce direct disaster economic loss in relation to continental gross domestic product (GDP) by 2030;
 - Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030;
 - Substantially increase the number of countries with national and sub-national/local disaster risk reduction strategies by 2020
 - Substantially enhance international cooperation to developing countries through adequate and sustainable support to complement national actions for implementation of the Sendai Framework by 2030
 - Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030.
- Substantially increase the number of countries with DRR in their educational systems at all levels, as both stand-alone curriculum and integrated into different curricula;
 - Increase integration of DRR in regional and national sustainable development, and climate change adaptation frameworks, mechanisms and processes;
 - Substantially expand the scope and increase the number of sources for domestic financing in DRR;
 - Increase the number of countries with, and periodically testing, risk-informed preparedness plans, and, response, and post-disaster recovery and reconstruction mechanisms; and
 - Substantially increase the number of regional networks or partnerships for knowledge management and capacity development, including specialized regional centres and networks.

In addition to achieving the above targets as set out in the Sendai Framework, African countries agreed to develop data by 2020 to measure progress in achieving the following additional targets, as outlined in the PoA:

The PoA Monitoring and Reporting Framework outlines thirteen (13) indicators for the five (5) additional targets of the PoA over the period 2015–2030. Of these thirteen indicators, data for nine (9) indicators will be collected at member state level through DRR National Focal Points while data for the remaining four (4) indicators will be collected at REC level through DRR REC Focal Points. The main objective of the report is to provide a report of Member States' and RECs' progress against the targets of the SFDRR and the Africa PoA's additional five targets. Therefore, the reporting had to also consider the four Priority Areas of the SFDRR as they relate to the various targets. A number of data gathering tools were used. For baseline information, relevant data was extracted from the INFORM database for the years 2015–2018. The INFORM model envisages three dimensions of risk, namely: (i) hazards and exposure, (ii) vulnerability and (iii) lack of coping capacity. INFORM uses 25 different international databases for its various indicators. The primary data collection instrument for the Biennial Report was regional data gathering workshops which were held from July–September 2019 across Africa. Four workshops in total were held and a total of 40 countries (72%) participated in the data collection workshops. However, all the 55 MSs have provided albeit inadequate data in some member states.

Key Findings

Africa Risk profile

Recorded disaster events (2015-2018)

- **Recorded disaster events increased** from **311** during the 2015-2016 period to **474** for the 2017-2018.
- **Droughts, floods, storms and epidemics caused the most** loss in lives, livelihoods, critical infrastructure, and had the greatest economic impact.
- **The number of recorded droughts and floods decreased** from 2015/6 to 2017/8, however, **storms and epidemics increased, mostly due to the El Niño event in 2015/6 and the Ebola epidemic** in West Africa.
- **Droughts and floods affected the highest number** of people.
- There has been a heightened reporting on extensive risks by Member States, with **transportation and industrial accidents increasing** over the two periods under investigation.

Overall Risk Index (2015-2018)

- The overall risk index of all RECs has increased over the two periods under investigation.
- The most significant increase is within the ECCAS region with the least increase in SADC region.
- The most recent data for 2019 (see map below) is similar to that recorded in 2018. For Africa as a

whole the INFORM Index shows a slight increase from 2015-2016 to 2017-2018, however from 2018 to 2019 it seems that the disaster risk has remained fairly stable over the continent.

Hazards and Exposure Index (2015-2018)

- The eastern and central regions of the continent experienced a significant increase in hazards and exposure.
- The ECCAS region needs specific attention as it has recorded the biggest increases. However the IGAD region has the highest risk index. 2019 data indicates a similar upward trend.
- Although there has been an increase in the Hazard and Exposure Index for Africa from 2016 to 2017, the period 2017-2018 shows a slight decrease

Vulnerability Index (2015-2018)

- The data indicates that vulnerability within the continent has remained fairly the same over the last three years.
- As can be expected, the vulnerability index for ECCAS has increased the most over the comparative two periods.
- The rest of the regions seems to be stable, however, the vulnerability remains unacceptably high in all regions except UMA. Similar to the Risk Index, the vulnerability in Africa seems to be stable over the last two years of reporting

Table 1: INFORM Risk Index (2015-2018) and 2019 map (the darker the shade the higher the risk index)

REC	2015	2016	2017	2018
EAC	5.9	6.0	6.4	6.2
ECCAS	3.2	4.9	5.5	5.4
ECOWAS	4.5	4.4	4.9	5.0
IGAD	6.5	6.5	6.8	6.8
North Africa	4.3	4.3	4.6	4.5
SADC	4.3	4.1	4.3	4.4
Africa	4.8	5.0	5.4	5.4

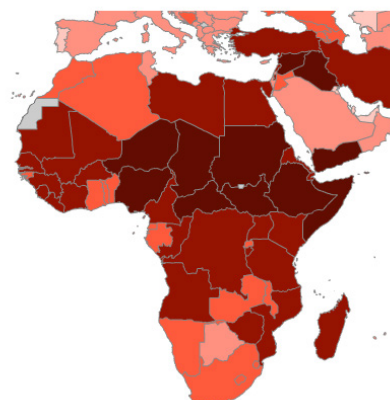
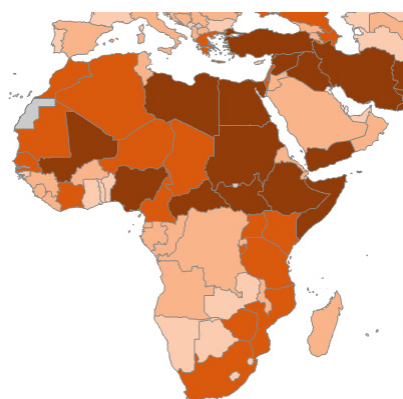


Table 2: Hazards and Exposure Index (2015-2018) and 2019 map (the darker the shade the more the frequency of hazards and the higher the vulnerability)

REC	2015	2016	2017	2018
EAC	4.8	4.8	5.9	5.5
ECCAS	3.5	5.5	5.4	5.5
ECOWAS	2.7	2.7	3.6	3.7
IGAD	5.6	5.5	6.2	6.1
North Africa	4.2	4.2	5.6	5.3
SADC	3.2	2.4	3.0	3.4
Africa	4.0	4.2	5.0	4.9



Lack of Coping Capacity Index (2015-2018)

- There seems to be a slight increase in the coping capacities across all regions, with UMA and SADC making the most progress.
- IGAD remains the region with the least coping capacities, with ECCAS showing a slight increase in capacities over the two periods.
- The Lack of Coping Capacity Index follows a similar trend to the overall Africa picture and also shows a period of stabilisation over the last two years.

Table 3: Vulnerability Index (2015-2018) and 2019 map (the darker the shade the more the vulnerability)

REC	2015	2016	2017	2018
EAC	6.3	6.6	6.5	6.5
ECCAS	3.5	5.5	5.4	5.5
ECOWAS	5.5	5.5	5.3	5.2
IGAD	6.6	6.9	6.8	6.8
North Africa	3.5	3.4	3.3	3.3
SADC	4.8	4.8	4.6	4.7
Africa	5.0	5.5	5.3	5.3

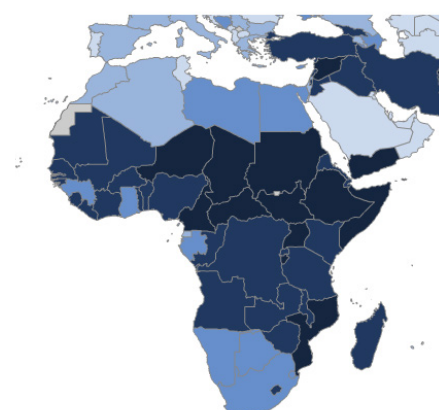
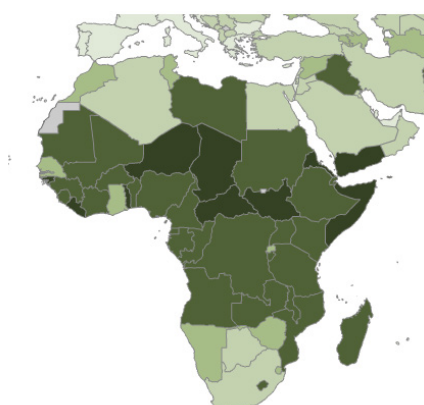
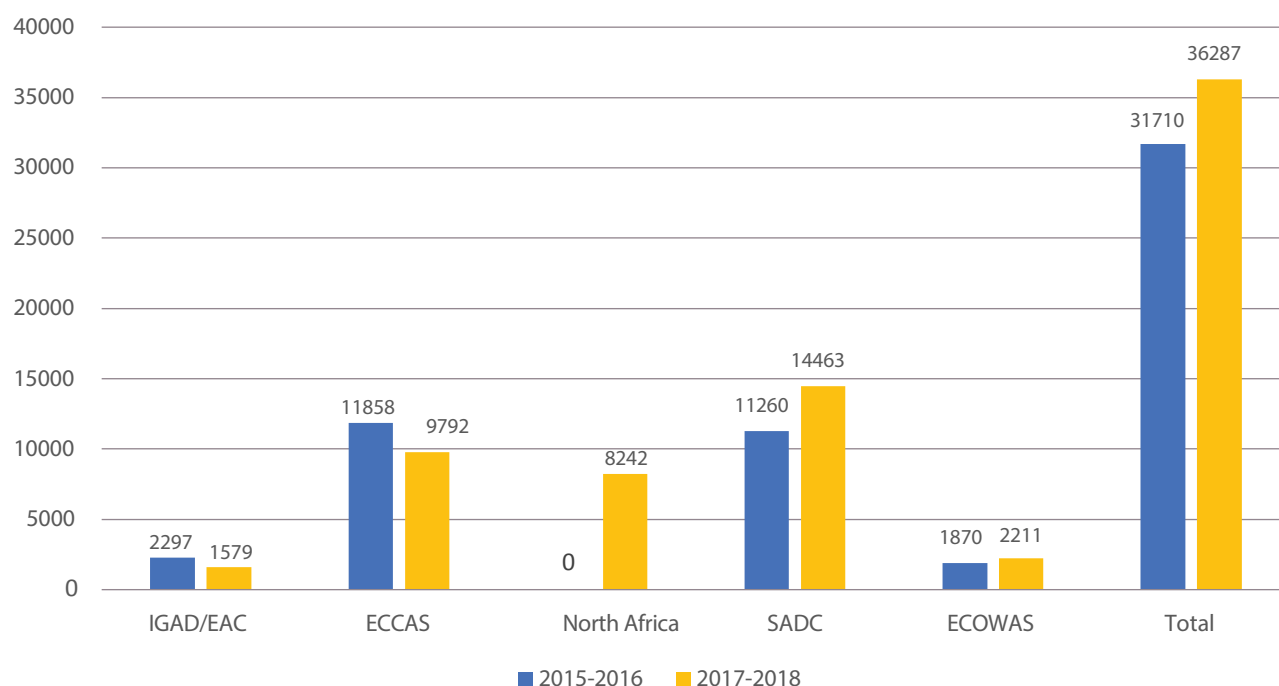


Table 4: Lack of Coping Capacity Index (2015-2018) and 2019 map (the darker the shade the less the coping capacity)

REC	2015	2016	2017	2018
EAC	6.9	6.8	6.8	6.8
ECCAS	5.4	7.0	6.9	6.9
ECOWAS	7.1	6.8	6.7	6.6
IGAD	7.7	7.6	7.5	7.5
North Africa	5.9	5.8	5.7	5.6
SADC	6.2	6.1	5.9	5.9
Africa	6.5	6.7	6.6	6.6



Disaster mortalities per REC (2015-2018)



Performance against global targets of the Sendai Framework for Disaster Risk Reduction

Sendai Target A: Reduce disaster mortality:

- **There was an increase in disaster mortalities** from **31,710** in 2015-2016 to **36,287** in 2017-2018 mostly due to droughts, floods and epidemics.

Table 5: Number of affected per REC/Region (2015-2018)

REC	No. affected	
	2015-2016	2017-2018
IGAD	32 030 471	1 502 846↓
ECCAS	1 993 579	3 492 088↑
North Africa	758 902	6 020 355↑
SADC	20 811 703	7 146 549↓
ECOWAS	3 160 999	4 807 094↑
Total	58 755 654	22 968 932↓

Sendai Target B: Reduce the number of affected people:

- For the period 2015 to 2018, **almost 82 million people in Africa have been affected** by disasters.

Table 6: Total damage per REC/region (2015-2028)

REC	Total damage ('000 US\$)	
	2015-2016	2017-2018
IGAD/EAC	1 873 700	483 600↓
ECCAS	379 798	280 833↓
North Africa	20 017	36 000↑
SADC	492 515	2 536 612↑
ECOWAS	69 100	4 807 094↑
Total	2 835 130	8 144 139↑

- There has been a significant **decrease in the total number of people affected** from 2015-2016 (58.7 million) to 2017-2018 (22.9 million).

Sendai Target C: Reduce direct disaster economic loss:

- In total Africa sustained **more losses in the period 2017-2018** (US\$8.1 million) compared to US\$2.8 million during the previous period (2015-2016)
- The **lack of accurate and sustained data on economic loss** remains a concern.

Sendai Target D: Reduce disaster damage to critical infrastructure and disruption of basic services:

- On average, there has been an **11% increase in the loss of critical infrastructure** from all reporting Member States from 2015-2018.
- Member States experienced difficulties in reporting data on damage to critical infrastructure and the disruption of basic services. **The indicator on damage to critical infrastructure and disruption of basic services is significantly under reported**

Sendai Target E: Increase the number of countries with DRR strategies:

- Since the inception of the Hyogo Framework for Action (HFA), **Member States have made significant strides in developing strategies, promulgating laws and revisiting existing plans, strategies and legislation.** However, only **4.55%** of Member States reported full

implementation of their national DRR strategies. **77.27%** of Member States reported partial implementation and **18.18%** reported no implementation.

Sendai Target F: Increase international cooperation to developing countries:

- Since 2015 **there has been a mentionable amount of international cooperation** on bi- and multilateral level within Africa Member States. In general, it is evident that significant international support to Member States is taking place

Sendai Target G: Increase the availability of and access to multi-hazard early warning systems:

- Data indicates that **there has not been a significant increase in various early warning systems (EWS) amongst Member States since 2015.** However, most Member States reported that they have refined or are refining their systems over the last five years.
- One of the issues raised by Member States is the **need for more coordination of Early Warning Systems at REC level, and the sharing of information between states.**

Performance against continental targets of the PoA

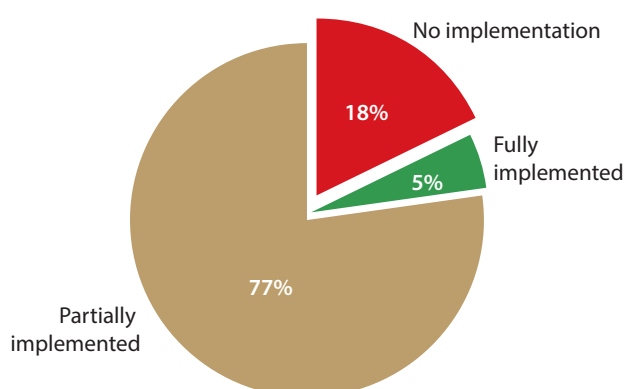
PoA Dashboard

For assessing the performance against the PoA targets above, a five-point Likert scale is used as criteria for measuring the performance of the five PoA additional targets at member state level. Score 1 indicates no progress /achievement; scale 2 little

Table 7: Likert scale rating of variables

Rating key	Qualitative criteria
1	No achievement or non-existent
2	Limited achievement
3	Moderate achievement, neither comprehensive nor substantial
4	Substantial achievement, additional progress required
5	Comprehensive achievement

MS Implementation of DRR Strategies



Algeria	2015 3,4	2018 4,4	Angola	2015 1,1	2018 1,1	Benin	2015 2,7	2018 3,4	Botswana	2015 2,3	2018 2,7	Burkina Faso	2015 2,0	2018 2,4	Burundi	2015 2,4	2018 3,1	Cameroon	2015 2,9	2018 3,1	Cabo Verde	2015 n/a	2018 n/a	CAF	2015 1,6	2018 2,9	Chad	2015 1,3	2018 3,3	Comoros	2015 1,2	2018 1,6
Congo	2015 2,1	2018 1,4	DRC	2015 1,8	2018 2,2	Cote d'Ivoire	2015 n/a	2018 n/a	Djibouti	2015 1,6	2018 2,6	Equatorial Guinea	2015 1	2018 1,2	Egypt	2015 1,9	2018 3,6	Eritrea	2015 n/a	2018 n/a	Eswatini	2015 1,8	2018 2,2	Ethiopia	2015 2,4	2018 2,4	Gabon	2015 3	2018 3	Gambia	2015 2,2	2018 2,6
Ghana	2015 4	2018 4	Guinea	2015 1,6	2018 1,5	Guinea-Bissau	2015 2,5	2018 2,5	Kenya	2015 3,7	2018 4	Lesotho	2015 2,4	2018 3,9	Liberia	2015 1,9	2018 2,9	Libya	2015 n/a	2018 n/a	Madagascar	2015 1,8	2018 2,7	Malawi	2015 3,8	2018 4,1	Mali	2015 3	2018 3	Mauritania	2015 1	2018 1
Mauritius	2015 2	2018 3,4	Morocco	2015 1	2018 1	Mozambique	2015 2,4	2018 3,4	Namibia	2015 2,7	2018 2,7	Niger	2015 2,1	2018 2,2	Nigeria	2015 2,1	2018 2,2	Rwanda	2015 5	2018 5	Sahrawi Arab Democratic Republic	2015 n/a	2018 n/a	Sao Tome and Principe	2015 2,3	2018 1,9	Senegal	2015 2	2018 2,4	Seychelles	2015 2	2018 2,5
Sierra Leone	2015 2,9	2018 3,6	Somalia	2015 1,2	2018 1,2	South Africa	2015 3,7	2018 3,8	South Sudan	2015 1,6	2018 2,1	Sudan	2015 3,2	2018 4,1	Tanzania	2015 3,4	2018 3,8	Togo	2015 2,2	2018 2,8	Tunisia	2015 2,1	2018 2,8	Uganda	2015 2,1	2018 3,4	Zambia	2015 3,7	2018 3,8	Zimbabwe	2015 3,2	2018 3,3

achievement; scale 3 moderate achievement; scale 4 substantial achievement and scale 5 comprehensive achievement. These were in turn colour coded for easy and visual reference (See Table 3 below). These colours are used throughout this report (in tables and maps) to facilitate reference and understanding. The aggregated scores of the two periods formed the basis of comparison. Where no data were reported, “n/a” was used. In total 13 different indicators (as per the MRF) were used to arrive at the composite country scores for 2015-2016 and 2017-2018 respectively.

From the dashboard it is clear that the majority of all AU MS are making progress towards the implementation of the PoA targets, with the exception of very few.

PoA Additional Target 1: Increase the number of countries with DRR in their educational systems at all levels;

- **MS have made significant progress in including DRR in Education Systems at all levels.** For both primary and secondary level all Member States have made moderate to substantial progress.
- **Most progress has been made at tertiary education level** where Member States reported substantial achievement of the target. In general, the **uptake of DRR within primary and secondary school curriculum has been limited.** More attention has been given to tertiary level education and then also more at post-graduate level than undergraduate. This is largely due to the current need within the market as well as the nature of disaster risk studies.

PoA Additional Target 2: Increase integration of DRR in regional and national sustainable development, and climate change adaptation frameworks, mechanisms and processes

- Member States have made **moderate to substantial progress in integrating DRR, development and climate change plans.**
- There has been **improvement in integrating DRR into environmental policies, insurance sector and other development frameworks and processes** by the member states.

PoA Additional Target 3: Expand the scope and increase the number of sources for domestic financing in DRR:

- **Member States have significantly under-reported on the number of sources for domestic financing in DRR.** This is mostly due to the fact that funding is spread across various sectors and spheres of government.

PoA Additional Target 4: Increase the number of countries with, and periodically testing, risk-informed preparedness plans, and, response, and post-disaster recovery and reconstruction mechanisms

- Most Member States reported on the existence of preparedness and recovery plans. **There has been an increase in plans especially south and eastern regions.**

PoA Additional Target 5: Increase the number of regional networks and partnerships for knowledge management and capacity development:

- Significant **progress has been made in establishing regional networks for knowledge management and capacity development.** From reporting, the research/academic sector has been the most active.

Recommendations

- Member States must **make significant efforts to use the existing Sendai Framework Monitor as well as DesInventar** as tools for continued reporting and capturing of data. The use of these systems will eliminate double reporting and contribute to much better data management and reporting.
- Member States, with the assistance of the RECs' DRR Units, must **plan for a continued data collection and reporting process using the data capturing tools provided by UNDRR and supported by the AUC.**
- Member States must **work towards strengthening national DRR platforms** for cross-sectoral reporting and coordination.
- **Where not present, a designated SFDRR focal point must be appointed/designated by each Member State** and this must be communicated to the RECs' DRR Unit and the AUC to ensure future continuity in reporting on the SFDRR and PoA.
- To achieve the envisioned biennial reporting on the SFDRR and PoA, Member States and the RECs' Secretariat must strive to **establish a relationship with at least one research institution in the region.**
- Lesson from this report indicate that **a comprehensive biennial report cannot be compiled at the end of each two-year term but should be a living document** supported by institutional data repositories which are constantly updated. Universities/research centres in the region are ideally placed to fulfil this role.
- **Significant financial and technical support is needed for national DRR structures to report on economic losses and DRR financing** (Target C of SFDRR) and DRR funding (Additional Target 3 of PoA).
- MS might need to consider compliance at national levels by **including biennial DRR reporting as a legislative requirement.**
- **Annual national level reporting on the SFDRR and PoA must be enforced and up scaled to REC level.**
- Specific **emphasis must be placed on ensuring disaggregated (gender, age, abilities etc.) and Meta data.**
- The **RECs' DRR Units need to play a leading role in coordinating regional reporting on the SFDRR and the PoA.**
- **Periodic face-to-face working sessions of Member States DRR Technical officers** should be conducted in order to consolidate and report on progress across all the PoA targets.
- DRR Units must **utilise Parliamentary Committees to ensure cross-sectoral cooperation in reporting.**
- Member States should **engage the media to communicate the results of the biennial reporting to ensure stakeholder engagement.**

Conclusion

The Biennial Report identified a number of challenges relating to the reporting on the SFDRR by Member States. Most significantly, Member States, find it difficult to generate and report disaster losses and other data. Such losses are recorded across sectors with very little coordination. Although Member States are committed to DRR funding, the multi-sectoral nature makes reporting very problematic (money in sectors). There is still inadequate technical expertise and institutional weaknesses in data management, especially within national DRR structures. Reliance on a central statistical agency/organisation to record and report on disasters and losses has shown not to be effective and national DRR units/offices/centres/agencies must take responsibility for such data management. There is severely limited and weak reporting on the Sendai Framework Monitor, and the use of DesInventar, as a very useful tool, is lacking. Member States must thus be encouraged to use the Sendai Framework Monitor as well as DesInventar on

a continuous basis. This will not only eliminate data duplication of efforts, but it will make future biennial reporting much more effective and coordinated. RECs need to play a much more leading role in assisting Member States with the above through capacity development and provision of expertise. The AUC, through the RECs should encourage regular reporting on the SFDRR utilising the Sendai Framework Monitor by Member States. Member States in turn must ensure timely and comprehensive reporting on the PoA. To this end, a standardised tool for reporting the PoA targets should be developed which can be used and updated on a regular basis. Furthermore, the UNDRR should work more closely with AUC to coordinate data collection and sharing.

A more detailed coverage of the issues summarised in this synopsis and recommendations is made in the Continental and Regional reports.



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