

AFRICAN UNION



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FINAL DRAFT

**AFRICA REPORT TO THE THIRD GLOBAL PLATFORM FOR DISASTER RISK
REDUCTION
9-13 MAY 2011**



United Nations
International Strategy for Disaster Reduction

LIST OF ACRONYMS

| | |
|------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| ACMAD | African Centre of Meteorological Applications for Development |
| AGRHYMET | Centre Régional de Formation et d'Application en Agro météorologie et Hydrologie Opérationnelle (Agro Meteorology and Operational Hydrology and their Application) |
| AMCEN | African Ministerial Conference on the Environment |
| AU | African Union |
| AUC | Africa Union Commission |
| AWGDRR | African Working Group on Disaster Risk Reduction |
| CCA | Climate Change Adaptation |
| DRR | Disaster Risk Reduction |
| EAC | East Africa Community |
| ECCAS | Economic Community of Central African States |
| ECOWAS | Economic Community of West African States |
| ECOWARN | ECOWAS Early Warning and Response Network |
| ICPAC | IGAD Climate Prediction and Applications Centre |
| IGAD | Inter-Governmental Authority on Development |
| NEPAD | New Economic Partnership for Africa Development |
| NPCA | NEPAD Planning and Coordination Agency, |
| Periperi U | Consortium of African Universities |
| REC | Regional Economic Community |
| SADC | Southern African Development Community |
| UNEP | United Nations Environment Programme |
| UNDP | United Nations Development Programme |
| UNISDR | United Nations International Strategy for Disaster Risk reduction |
| WB-GFDRR | World Bank-Global Facility for Disaster Risk Reduction and Recovery |

1. BACKGROUND

Disasters in Africa are increasing in frequency and impact, compounding the challenges of sustainable development and undermining Africa's prospect of achieving the Millennium Development Goals. On average, almost two disasters of significant proportions are recorded every week in the region since 2000. While few of these disasters ever hit the global headlines they silently erode the capacities of Africans to survive or prosper. Climatological, geological, biological, environmental and human-induced hazards, in particular drought, floods, epidemics and civil strife (civil unrest/violent conflict) dominate the disaster profile of the African region, affecting, on average, an estimate of 12.5 million people per year. Africa is also challenged by other disasters such as volcanic eruptions, earthquakes, locust invasion and urban insecurity mostly linked to poor urban planning and informal settlements. Conflicts result in complex emergencies which result not only in loss of lives and assets but also in displacement of people and political volatility.

Multiple and inter-dependent forms of vulnerabilities have the potential to transform even minor hazardous events into human scale disasters. Poverty, food insecurity and unemployment play a major role in land degradation as the poor and hungry are forced to over-exploit natural resources to meet their immediate needs for survival. Climate Change is increasing the risk and exacerbating existing vulnerability in the continent by increasing likelihood of frequency and severity of extreme weather events as well as change in disaster patterns.

Rapid unplanned urbanization is another major driver of vulnerability in Africa. An increasing growing proportion of Africa's population now lives in urban centres. According to a recent publication by UN HABITAT and United Nations Environment Programme (UNEP) (*The State of African Cities*) in 2009 Africa's total population for the first time exceeded one billion, of which 395 million (or almost 40 per cent) live in urban areas. Africa anticipates a total population increase of about 60 per cent between 2010 and 2050, with the urban population tripling to 1.23 billion during this period.

By and large African cities are characterized by high proportion of the population living in poor conditions with many informal housing and settlements on vulnerable sites, thereby at risk from floods, landslides, earthquakes, fires, and other hazards. A significant part of the population endures a precarious existence in the informal economy and risk vulnerability levels much increased by lack of infrastructure and services in many slum areas. It is estimated that 40 - 60 percent of the population of Africa's cities are slum dwellers living in such conditions.

Most of the Africa continent is dependent on rain-fed agriculture for its economic growth and food security. In the advent of climate change and variability, this has become a major cause of vulnerability to disasters particularly drought and its associated famine and food insecurity. For example in the Greater Horn of Africa (GHA) alone, 40% of global food relief is received each year due to increased cycles of drought and rainfall failures.

It is against this background that the African continent, with leadership provided by the African Union Commission (AUC) and the support of the NEPAD Planning and

Coordination Agency (NPCA), Regional Economic Communities (RECs) as well as the Member States in collaboration with other partners including the United Nations International Strategy for Disaster Reduction (UNISDR), UNEP, developed the Africa Regional Strategy for Disaster Risk Reduction. This was adopted by the African Ministerial Conference on the Environment (AMCEN) in June 2004 (predating the Hyogo Framework for Action (HFA) and endorsed by the African Union Summit in July of the same year, with a call to develop a Programme of Action for its implementation. A Programme of Action (PoA) for the Implementation of the Africa Regional Strategy for Disaster Risk Reduction (2006-2010) was developed and adopted at the First African Ministerial Conference on Disaster Risk Reduction in Addis Ababa in December 2005.

A substantive revision of the PoA was undertaken to accommodate emerging trends and challenges such as the strong linkages between Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA), the concepts of Risk Transfer and local Investments in DRR. In addition, the time-frame was extended to 2015 to align it to the implementation period of the HFA. The Extended Programme of Action (2006 – 2015) was adopted by the Second Ministerial Conference on Disaster Risk Reduction, held in Nairobi in April 2010, which was jointly organized by the AUC and UNISDR Africa. The decision of the Executive Council of the African Union at the January 2011 Summit (EX.CL/Dec.607 (XVIII), endorsed the Extended Programme of Action (PoA - 2006-2015) together with recommendations contained in the Ministerial Declaration.

The Declaration of the Second Ministerial Conference on Disaster Risk Reduction mandated the African Union Commission to reconstitute the African Working Group on Disaster Risk Reduction (AWGDRR), guide the implementation of the Africa Regional Strategy and its Programme of Action. The Africa Working Group on DRR first constituted in 2005, has subsequently been reconstituted and held its inaugural meeting in Nairobi, Kenya, in March 2011.

The Africa Working Group on DRR will act as an advisory group and provide technical support to the AUC, RECs, and Member States and guide the implementation of priority programmes of the Africa Regional Strategy for DRR and its Programme of Action.

This report presents the key deliberations policy and strategic decisions over the period 2010/11 that provides direction for the implementation of the Programme of Action for the Implementation of the Africa Regional Strategy and Extended Programme of Action. It also provides an overview of key achievements and challenges. The report reflects on the recommendations of the Second African Ministerial Conference on DRR held in April 2010, as well as the decision of the Executive Council on the recommendations of the Second African Ministerial Conference on DRR. It summarizes the progress made so far and charts the way forward in implementing the Africa Regional Strategy and its Programme of Action in the face of the current identified challenges.

2. AFRICA POSITION AND HIGH-LEVEL COMMITMENTS TOWARDS THE IMPLEMENTATION OF THE AFRICA REGIONAL STRATEGY AND PROGRAMME OF ACTION ON DISASTER RISK REDUCTION (2010 -2015)

A. Recommendations of the Second African Ministerial Conference on DRR, Nairobi, Kenya, April 2010

1. To request the African Union Commission to continue political support, and to advocate for international community, institutions and development partners to support Member States to institutionalize multi-sectoral National Platforms for disaster risk reduction, or similar coordinating mechanisms, that integrate disaster and climate risk management, the mainstreaming of disaster risk reduction in planning and finance, the health, education, urban development, infrastructure, energy, water and sanitation, industry, agriculture and food security sectors, among other national priorities;
2. To call on the African Union Commission to reconstitute the Africa Working Group on Disaster Risk Reduction to provide coordination and technical support to Member States for the implementation of the Africa Regional Strategy for Disaster Risk Reduction and its Programme of Action;
3. To call upon the African Union Commission, NEPAD Planning and Coordination Agency, Regional Economic Communities (RECs) and Member States to create a network of capacity development institutions for training, research, and information management and exchange at country, sub-regional and regional levels in collaboration with international and regional partners;
4. To request African Union Commission, NEPAD Planning and Coordination Agency, regional and sub-regional organizations and Member States to continuously monitor the implementation of the Africa Regional Strategy for Disaster Risk Reduction and its Programme of Action in line with the HFA and to assess and report biennially on the progress made;
5. To request Member States to decentralize and implement local and community-based disaster risk reduction strategies and programmes, supported by adequate, realistic and predictable funding mechanisms, with an enhanced role for local governments and empower local and regional NGOs, including volunteers;
6. To strongly call upon Member States to incorporate gender equity and empowerment considerations in implementing the Programme of Action;
7. To strongly urge Member States to increase their investments in disaster risk reduction through the allocation of a certain percentage of their national budgets and other revenue dedicated to disaster risk reduction and report to the next Ministerial Conference, considering other related African Ministerial resolutions;
8. To call upon development and humanitarian partners to ensure that disbursement of one percent (1%) of development assistance and ten percent (10%) of humanitarian

assistance, in line with the Chair's Summary of the Second Session of the Global Platform, supports disaster risk reduction, preparedness and recovery, including from violent conflicts and/or severe economic difficulties;

9. To call upon Member States, under the auspices of the African Union Commission, to explore the feasibility of continental financial risk pooling in working towards the creation of an African-owned Pan-African disaster risk pool, building on existing and emerging tools and mechanisms for financing disaster risk reduction;
10. To call for a study into the establishment of a regional funding mechanism for disaster risk reduction which allows Member States to access existing, and future, regional and global funds for climate change adaptation and disaster risk reduction;
11. To make disaster risk reduction and climate change adaptation a national education priority, through their integration into the educational system, including the development of curricula, and the training of teachers;
12. To call upon Member States to undertake vulnerability assessments of schools, health facilities and urban centres, and develop and implement plans to ensure their safety and resilience;
13. To encourage the development of capacities of, and partnerships among, Member States to access and organize existing traditional knowledge, space-based and other technologies for disaster risk reduction;
14. To call on the African Union Commission and the Regional Economic Communities to establish and/or strengthen, within their organizational structures, functional, sustainable, affordable and dedicated disaster risk reduction units for coordination and monitoring;
15. To call on the Regional Economic Communities to enhance the implementation of their roles and responsibilities as stated in the Africa Strategy and Programme of Action;
16. To call upon the Member States to adopt the revised Programme of Action for the Implementation of the African Strategy for Disaster Risk Reduction (2006-2015) and to monitor progress;
17. To invite the United Nations International Strategy for Disaster Reduction (UNISDR) and partners to engage with African Union Commission, Regional Economic Communities and African countries to support the implementation of this Declaration, as appropriate; and
18. To request the African Union Commission to take note of this Ministerial Declaration, and to submit to the African Union Summit.

B. Decision of the Executive Council of the African Union on the Report of the Second Ministerial Conference on Disaster Risk Reduction (EX.CL/589(XVII))

The Executive Council,

1. **TAKES NOTE** of the Report of the Second Ministerial Conference on Disaster Risk Reduction held in Nairobi, Kenya, from 14 to 16 April 2010, and **ENDORSES** the recommendations contained therein;
2. **FURTHER ENDORSES** the Extended Programme of Action for the Implementation of the Africa Regional Strategy for Disaster Risk Reduction (2006-2015);
3. **URGES** all Member States and the Regional Economic Communities (RECs) to take the necessary measures to implement the Extended Programme of Action for the Implementation of the Africa Regional Strategy for Disaster Risk Reduction (2006-2015);
4. **FURTHER URGES** Member States, considering other related African Ministerial resolutions, to increase their investments in disaster risk reduction through the allocation of a certain percentage of their national budgets and other revenues dedicated to disaster risk reduction;
5. **REQUESTS** the Commission and the NPCA to facilitate and coordinate the implementation of the Decision consistent with the recommendation of the Second Ministerial Conference on Disaster Risk Reduction;
6. **FURTHER REQUESTS** the Commission to accelerate action on the feasibility study to create an AU-led, African owned Pan-African Disaster Risk Pool that would allow Member States to share risk across regions, and to put in place, the necessary administrative arrangements, pending the completion of the feasibility study;
7. **CALLS UPON** the relevant development partners, including the relevant United Nations Agencies, regional and global financial institutions, bilateral and multilateral agencies, to provide the required technical and financial support to Member States, the Commission, the NEPAD Planning and Coordinating Agency (NPCA) and RECs to ensure the effective implementation of this Decision;
8. **REQUESTS** the Commission to report at the next Ordinary Session of the Council in June 2011 on the implementation of this Decision.

3. PROGRESS ON THE IMPLEMENTATION OF THE AFRICA REGIONAL STRATEGY ON DISASTER RISK REDUCTION AND ITS PROGRAMME OF ACTION

A. PROGRESS IN THE AFRICA REGION

Member States of the African Union have demonstrated continuing commitment to disaster risk reduction through the adoption by Executive Council of the African Union at the January 2011 Summit of the decision on the Report of the Second African Ministerial Conference on Disaster Risk Reduction (DRR) that was held on 14 - 16 April 2010 in Nairobi, Kenya (EX.CL/Dec.607 (XVIII)). The Executive Council endorsed the recommendations contained in report as well as the Extended Programme of Action (PoA) for the Implementation of the Africa Regional Strategy for Disaster Risk Reduction (2006-2015). The Ministerial Declaration of the Second African Ministerial Conference on Disaster Risk Reduction mandated the AU Commission to reconstitute the Africa Working Group on Disaster Risk Reduction (AWGDRR) to provide coordination and technical support to Member States for the implementation of the Africa Regional Strategy for Disaster Risk Reduction and its Programme of Action. The Africa Working Group on DRR was duly reconstituted and had its inaugural meeting in Nairobi on 29-31 March 2011.

There is increased advocacy and commitment to greater investment in disaster risk reduction. The Declaration of the Second Ministerial Conference of Disaster Risk Reduction strongly urged Member States to increase their investments in disaster risk reduction through the allocation of a certain percentage of their national budgets and other revenue dedicated to disaster risk reduction. To implement the decision of the Executive Council (EX.CL/Dec.607 (XVIII)) the Commission has launched a feasibility study to create an AU-led, African owned Pan-African Disaster Risk Pool that would allow Member States to share risk across regions, the necessary administrative arrangements, are being put in place including proposals for the establishment of a disaster risk reduction unit.

Many Africa cities (16) and municipalities have signed up to the World Disaster Reduction Campaign on “Making My City Resilient” to address urban risk and increasing vulnerabilities in growing cities.

The need for integration between climate change adaptation and disaster risk reduction is well-recognized in Africa. The Extended Programme of Action (POA) for the Implementation of the Africa Regional Strategy for Disaster Risk Reduction (2006-2015) has integrated climate change, while the draft Africa Climate Change Strategy which is in the process of being validated substantially integrates disaster risk reduction as core climate change adaptation. Disaster risk reduction and Climate change are coordinated by the Division of Environment and Natural Resources by the same focal person in AUC.

The AU Commission has strong partnership with UNISDR, World Bank’s Global Facility for Disaster Reduction and Recovery, the European Union and many other development partners (United Nations Agencies, Donor Governments and civil organizations) which assist the process of resource mobilization and capacity building in disaster risk reduction at regional, sub-regional and national levels.

There are also a number of training and capacity building initiatives among Universities and Institutions of higher learning in Africa. Among this is Periperi U (Partners Enhancing Resilience to People Exposed to Risks), a consortium of African universities, established in 2006, committed to strengthening strategic capacity to reduce and manage contextually relevant disaster risks in Africa. The consortium now consisting of 10 Universities, has 71 academic staff in the 10 countries, working across diverse disciplines, including engineering, urban planning, economics, environmental science and public health. For details see www.riskreductionafrica.org.

B. PROGRESS IN AFRICAN REGIONAL ECONOMIC COMMUNITIES (RECs) – Sub Regions

Regional Economic Communities (RECs), as the building blocks of the AU, are engaged in providing strategic guidance to their respective Member States, facilitating the implementation of the sub-regional as well as national DRR strategies and programmes. Most regional economic communities have disaster risk reduction policies and strategies based on the priorities of the HFA and the Africa Regional Strategy for Disaster Risk Reduction and its Programme of Action. Some of the specific achievements include:

- Establishment / strengthening of sub-regional platforms or coordinating mechanisms
- Development/review of sub-regional strategies
- Strengthening of specialized climate change institutions
- Strengthening of regional Early Warning Systems
- Resource mobilization for RECs and Member States
- Capacity development for DRR
- Advocacy for mainstreaming DRR and Climate Change Adaptations into development programmes

Specialized sub-regional institutions such as ICPAC (IGAD Climate Prediction and Applications Centre) Climate Services Centre (SADC), Agro Meteorology and Operational Hydrology and their Application (AGRHYMET), Regional Disaster Management Centre of Excellence (RDMOE) are responding to global and regional challenges through enhanced services to disaster risk reduction and climate change adaptation.

ACMAD is an important partner for Climate change adaptation and climate risk management. ACMAD is also providing support to sub regional meteorological centres (ICPAC, DMC) to improve the use of climate information for an improved Disaster risk management programme.

Summaries of progress made by Regional Economic Communities are provided below.

(i) ECONOMIC COMMUNITY OF WEST AFRICAN STATES (ECOWAS)

Overview

The ECOWAS Commission, in collaboration with its international partners provides support to its Members States to cope with disasters in the sub-region and to build resilience

of their populations and communities in line with the ECOWAS DRR Policy as well as the Africa Regional Strategy and the Hyogo Framework for Action (2005-2015).

Achievements and Progress

In order to ensure that DRR becomes a priority in the sub-region, the ECOWAS founding treaty was revised in 1993 to incorporate articles relevant to the strengthening of the disaster risk reduction agenda. In 2006, following the recommendations of the Technical Committee and with the support of UNISDR, ECOWAS Department for Humanitarian Affairs produced a regional policy for disaster risk reduction, which was adopted by the ECOWAS Heads of State in 2007. A Plan of Action (2010-2015) to implement the regional policy was elaborated and adopted by Member States in October 2009.

To strengthen DRR National platforms in West Africa, the ECOWAS Commission developed and adopted a new guideline for strengthening disaster risk reduction platforms in its member States. A pilot project on strengthening national platforms in six (6) Member States (Benin, Guinea, The Gambia, Mali, Liberia and Sierra Leone) is being carried. The second phase is to be implemented in other Member States in 2012, informed by lessons learnt from the pilot projects.

The ECOWAS Commission conducted DRR capacity building activities and supported a training workshop on the implementation of Systematic Inventory and Evaluation for Risk Assessment (SIERA) methodologies. In collaboration with the World Bank/GFDRR, a study has been conducted on the impacts of trans-national floods in West Africa. The ECOWAS Early Warning and Response Network (ECOWARN), initially set for conflict prevention in the sub-region, has recently developed indicators related to natural hazard monitoring.

In collaboration with UNISDR and the WB/GFDRR, a hydro-climatic data sharing protocol agreement between ECOWAS Member States was adopted during the first consultative meeting held in Lomé, Togo in October 2010.

Capacity to provide technical assistance on disaster reduction and climate change adaptation of specialized regional institutions in West Africa is currently being assessed and reviewed by the ECOWAS Commission in collaboration with UNISDR and the WB/GFDRR. To address the challenges of climate change ECOWAS has formulated a framework for the adaptation of West African agriculture to climate change as part of the ECOWAS Agricultural Policy (ECOWAP).

The HFA Priority five on strengthening preparedness for effective response was given particular attention at the 33rd ordinary session of the ECOWAS Summit of Heads of State and Government held January 18, 2008 in Ouagadougou. A memorandum recommending the establishment of the ECOWAS Emergency Response Team (EERT) was adopted at the meeting. An Emergency fund has also been put in place in order to support ECOWAS Member States affected by natural disasters, and many countries in the sub-region have already benefited from funds, especially following the devastating floods that affected the region in 2009 and 2010.

(ii) ECONOMIC COMMUNITY OF CENTRAL AFRICAN STATES (ECCAS)

Introduction

The ECCAS started considering DRR as an element of regional development in 2007 with the adoption by the Heads of States and Government of the sub-regional Policy on environment and natural resource management, within the framework of the implementation of the Regional Strategy of DRR and HFA. The policy addresses three Strategic pillars: the fight against land degradation; drought and desertification, the fight against climate change; and the assessment and early warning for natural or manmade disasters. The implementation of the policy began in December 2008 with UNISDR Technical Assistance.

Achievements

Under the UNISDR Regional Office technical assistance and international partners support, the ECCAS Secretariat General has been putting a lot of effort to develop synergy among members States, to build resilience of their populations and communities, in line with the ECCAS Policy, the Africa Regional Strategy and the Hyogo Frame work for Action (2005-2015).

Key achievements include the development and (or) the signature of MoUs for collaboration and assistance with ISDR system partners; the development of a regional strategy with provision of mechanisms for early warning and response systems; establishment of national and sub-regional platforms: risk assessment and mapping of areas at high risk; establishment of National Disaster Reduction units and long-term disaster risk reduction policies integrated into development policies at national levels; and the development and implementation of a regional plan for DRR.

DRR and CCA have also been gradually mainstreamed in ECCAS development programmes and activities concretised by DRR programmes in humanitarian response. Joint activities with the ISDR system partners have been undertaken with step by step consideration of DRR in the processes of negotiations within the framework of the UNFCCC and in the sectoral activities. Technical partnerships have been mobilized around DRR with the AUC and ISDR System partners. Budgetary resources have also been allocated to DRR and emergency disaster assessment has also increased markedly at the sub-regional.

Recommendations from three workshops jointly organised with UNISDR on one hand and UNOCHA on the other hand are being implemented with the objectives of strengthening DRR national and sub-regional systems and mechanisms. The main tool developed to that effect during these meetings is a five years action plan for DRR in conformity with the five priorities of the HFA.

At national levels, the number of improved management mechanisms has equally increased.

(iii) SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC)

Overview

SADC was one of the first Regional Economic Commissions in Africa to develop a disaster management strategy. The SADC Disaster Management Strategic Plan was developed in 2001, revised and approved as the SADC Disaster Risk Reduction (DRR) Strategic Plan 2006–2010 in implementation of the Africa Regional Strategy on DRR and its PoA. The Extended Programme of Action for the implementation of the Africa Regional Strategy on DRR and its alignment on the HFA; and provides a framework and Plan of Action for cooperation and collaboration among member states in DRM.

The SADC DRR strategy is aligned to the regions development frameworks and vision of sustainable development and the Regional Indicative Strategic Development Programme (RISDP) and the Strategic Indicative Plan for the Organ on Politics, Defence and Security (SIPO). Disaster Risk Management was established as a core SADC regional programme of action in 2008, with SADC DRR Unit set up at the Secretariat in 2009.

Progress and Achievements

In addition to the above, other achievements in the SADC region include:

- Strengthening of Early Warning Systems at both national and regional levels, for example, hydro-met networks, and food early warning systems at national level; and Climate Services Centre, and specialized hydro-met regional centres in sub-region;
- Climate change adaptation studies and programmes at national level supported by UNDP, World Bank etc. At sub-regional level, Secretariat establishing a regional CCA Programme. Secretariat, in collaboration with AUC, taking leading role in mobilizing SADC region for a common position in climate change negotiations;
- Strengthening sub-regional platform for DRR, through multi-sectoral regional consultative workshops and meetings. Parallel programmes at national level in the establishment and formalization of the National Platforms for DRR;
- Development and strengthening of national mechanisms for information sharing and exchange of best practices among countries and stakeholders;
- SADC Water Sector has developed a hydro-climatic data sharing protocol agreement for countries along the Zambezi river basin. Other data sharing protocols exist within the hydro-meteorological services and DRM units at national level;
- SADC is developing a framework for an Regional Agricultural Policy, that will also take into account CCA in agriculture;
- SADC Secretariat established an inter-Directorate, multi-disciplinary Disaster Emergency Response Team in 2008, to guide secretariat's response to trans-boundary disasters and humanitarian assistance.

Among SADC Member States many countries have made progress in developing policy and institutional mechanism for disaster risk reduction. Many countries have reviewed their policies to align them to disaster risk reduction platforms for instance Botswana, Mozambique, Lesotho, Namibia and Swaziland. South Africa DRR framework considers decentralization of disaster risk management. Some multi-sectoral and multi-disciplinary national platforms for disaster risk reduction are replicated at provincial, district and local levels.

(iv) INTERGOVERNMENTAL AUTHORITY FOR DEVELOPMENT (IGAD)

Policies, strategies and legislation

Since 2003, IGAD (Intergovernmental Authority for Development) has been promoting a Disaster Risk Management Programme, now being implemented. As the first African regional organisation to make a clear conceptual shift towards a risk management approach instead of disaster management only, IGAD has seen the member states make substantial progress in this direction in the last five years. Most countries in IGAD have now developed Disaster Risk Management policies or Disaster Management policies which show good signs of conceptual shift towards comprehensive risk management. The legal basis for national policy and strategy for DRM is defined in all most IGAD countries.

Institutionalization of Disaster Risk Management (DRM)

All IGAD Member States have a designated ministry or institution responsible for disaster risk management. The establishment of an institution or ministerial department responsible for coordinating government action on DRM is an actual or potential strength in all countries. It is also strength in terms of political influence to have an inter-ministerial committee in the countries where they exist.

Mainstreaming DRM

IGAD countries recognized the need for mainstreaming of Disaster Risk Management into development plans and sectoral ministries. There are variations in the mainstreaming of risks related to climate change with some countries having already adopted climate change adaptation plans. Yet policy makers need to be convinced of the economic benefits of mainstreaming Disaster Risk Management costs in national sectoral development plans and budgets instead of paying dearly for disaster response.

Establishment of DRR National platforms

All IGAD member states have established DRM National platforms bringing together both government and non-government actors together. At regional level DRM Technical (DRM-TAC) Advisory Committee is also established and has been functioning.

Early warning mechanisms

The range of early warning agencies in most countries provides a reasonable service to producers. Achievement ranges from the extensive network of meteorological stations. IGAD countries assisted by IGAD Climate Prediction & Application Centre (ICPAC) in Nairobi ensure a satisfactory level of dissemination of forecasts to clients.

(v) EAST AFRICAN COMMUNITY (EAC)

The EAC is the youngest of RECs and since its inception in 1999 it has made tremendous strides in relation to environment and natural resources, peace and security, conflict and economic development in general. DRR plays a key role in all these sectors.

DRR in the EAC has been addressed within the Protocol on Environment and in the Strategy on Regional Peace and Security as well as in the Protocol on Peace and Security.

An implementation plan for the Strategy has been agreed upon to carry out activities on DRR. The recently partnership/cooperation between EAC and UNISDR-ROA will help EAC strengthening and harmonizing DRR interventions within the region.

The fourth EAC Development Strategy also emphasizes on the implementation of the Hyogo Framework for Action. EAC Partner States however are at different stages in putting place and adoption of a multi sectoral approach to DRR, with exception of the United Republic of Tanzania has legislation in place which is currently under review.

All EAC Partner States have established entities charged with the overall responsibility for coordination of Disaster Risk Reduction and Disaster Management in the Partner States: In Burundi, it is the Civil Protection Department, which is under the Ministry of Public Security; in Kenya, it is the National Disaster Operations Center, in the Office of the President; in Rwanda, it is the Department of Disaster Management, under the Ministry of Disaster Management and Refugee Affairs; in Tanzania, it is the Disaster Management Department, in the Prime Minister's Office; and in Uganda, the entity responsible for DRR is the Ministry of Relief and Disaster Preparedness, in the Prime Minister's Office.

Recent initiatives in the EAC have called for a greater integration of DRR into its policies and programs. The EAC Climate Change Policy emphasizes on DRR as a tool for climate change adaptation. A Climate Change Strategy and a Climate Change Master Plan to implement the Policy are under development. The commitment of the EAC Heads of State towards supporting DRR initiatives was demonstrated during their Retreat Session on Food Security and Climate Change where they recommended that "Considering the negative impacts of climate variability and change including the increase in the occurrence and severity of drought and floods, there is a need for an integrated approach in policy formulation and programming for disaster risk reduction and climatic change adaptation and mitigation"

Other sub-regional information: Commission de l'Océan Indien (COI),

Overview

Depuis plusieurs années, les Etats membres de la COI se sont engagés dans la mise en place de politiques de gestion et de prévention des risques naturels et des catastrophes (DRR), avec des approches et des moyens bien différents. Les inégalités sont, à ce jour, très fortes, la Réunion disposant d'une expérience importante qu'il convient désormais de mieux partager. Hormis pour le département français de l'Océan Indien, les approches mises en œuvre restent sectorielles et les moyens alloués très largement insuffisants et souvent non pérennes. Malgré une base culturelle similaire, un caractère insulaire partagé et des échanges bilatéraux multiples, il n'existe pas, à ce jour de politique régionale coordonnée en matière de DRR.

Progress and Achievement

En avril 2009, le Conseil des ministres de la Commission de l'Océan Indien a recommandé l'instruction d'un projet régional pour réduire les impacts humains et économiques des catastrophes naturelles dans la région COI, s'inscrivant dans le cadre d'action de Hyogo et de la Stratégie de Maurice pour les Petits Etats insulaires en développement.

Depuis, la COI s'est engagée avec détermination dans l'élaboration d'un programme régional intégré de DRR, sur la base d'une logique duale « aménagement et risques ». Son ambition est de mettre en place un socle structurant d'actions pour qu'une dynamique s'engage et se développe dans la durée, pour que la coopération entre les Etats membres se renforce. Au-delà, il s'agit de concevoir et de proposer des outils, d'élaborer des méthodes et d'acquérir des expériences qui pourront être partagés avec l'ensemble des pays de l'Afrique, dans le cadre d'une coopération Sud-Sud forte. L'étude de faisabilité a été financée par l'AFD ; elle a également bénéficié d'un appui technique fort de l'ISDR.

Défini sur la base d'un équilibre entre le renforcement des politiques publiques nationales et l'implication des populations sur le terrain pour une mise en œuvre opérationnelle de solutions partagées, dans le respect des cultures et des moyens de chacun, le projet « Prévention et Gestion des risques Naturels et des Catastrophes » de la COI (PGRNC-COI) se décline en 4 axes et 16 actions. Ambitieux mais réaliste, le programme vise également à accompagner les Pays dans leurs politiques d'aménagement du territoire, d'éducation des populations, d'amélioration de l'habitat et de l'hygiène afin de bâtir des sociétés plus résilientes.

Le projet est structuré en 2 temps avec démarrage en 2011 sur financement de l'AFD avec des contributions de l'UNEP et de l'EU (phase 1), et d'un projet assemblage modulable, avec démarrage en 2012 sur financement multi-bailleurs (phase 2).

Le projet s'appuiera sur un comité de pilotage régional (Regional Technical Advisory Committee – COI-RTAC) et mettra en place dès la phase 1 une plateforme d'échange régionale. Une première réunion organisée les 27 et 28 avril 2011 à la Saint Denis de La Réunion a regroupé l'ensemble des protections civiles des pays membres. La dynamique engagée et la richesse des échanges témoignent de l'intérêt et de la capacité d'entraînement du projet régional de DRR porté par la COI.

C. PROGRESS AT COUNTRY LEVEL

Governments in Africa have moved forward with implementation of the Priorities of the Hyogo Framework of Action. In 2011, twenty-four (24) countries posted their National Progress Reports. These include: Algeria, Botswana, Burkina Faso, Burundi, Cape Verde, Comoros, Cote d'Ivoire, Egypt, Gabon, Guinea Bissau, Lesotho, Madagascar, Malawi, Mali, Morocco, Mozambique, Namibia, Nigeria, Senegal, Seychelles, Sierra Leone, Tanzania, Togo, and Zambia.

Priority for Action 1: Ensure that disaster risk reduction is a national and local priority with a strong institutional basis for implementation

A level of commitment exists in the enactment of DRR legislation with a positive trend in the establishment or reform of institutional, legislative and policy frameworks for disaster risk reduction either in the redrafting stage or awaiting endorsement. Inclusion of DRR in development plans is patterned in several countries with particular inclusion of DRR in Poverty Reduction Strategy Papers, National Adaptation Programme of Action, and sector strategies and plans.

National platforms or similar multi-sectoral coordinating mechanisms now exist in thirty-four (34) countries. This is a significant increase from 4 in 2007. However, a lack of operational capacity and inadequate representation of key non-governmental actors such as civil society organizations, private sector and the media, are gaps that undermine the effectiveness of national platforms in many countries.

Decentralized governance structures are in place in many countries providing for potentially multi-level disaster risk reduction governance. Progress is seen in the engagement of multi-sectoral platforms in DRR issues. Active operation of some platforms with matching resources and representation of different players needs to be enhanced.

Priorities for Action 2 – Identify, assess, and monitor disaster risk and enhance early warning:

In terms of risk identification and assessment there is increased capacity in some countries to carry out comprehensive multi-hazard risk assessment and effective early warning systems. There is substantial effort in undertaking vulnerability and risk assessments although not necessarily at the national level. Few countries have conducted risk assessments in schools and hospitals. Disaster loss data is largely available though lacks consolidation in a database. Early warning systems are in place sometimes under the operation of NGOs or other non-governmental institutions. The meteorological department is however key in most countries for the development and provision of EWS and particularly the warnings. Different means of information dissemination exist with the media largely involved.

There are strong linkages (coordinated at sub-regional level) with regional specialized institutions for climate change and risk management such as IGAD Prediction and Application Centre (ICPAC in Eastern and Horn of Africa, Climate Services Centre in Southern Africa and Africa Centre of Meteorological Application for Development (ACMAD) in West Africa. Gaps exist in hazard mapping, limited data availability and failure to take full advantage of resources offered for climate risk management at sub-regional level, all of which hinder the development of risk reduction programmes, especially at national level. There is need to strengthen capacity of the specialized institutions for climate change and risk management to enhance better preparedness planning and early warning of impending disasters.

Priority for Action 3 – Use knowledge, innovation, and education to build a culture of safety and resilience at all levels

Public awareness and education campaigns to vulnerable communities are effective in the majority of the countries. Different modes of information sharing are involved. The Local authorities and Disaster Management Committees are receiving training and carrying out their tasks. Though not many countries have introduced DRR into the school curricula, there is commitment shown in the African region on mainstreaming DRR in the education system with partial introduction and some sensitization and lobbying for inclusion in many countries. DRR courses are also being included at other levels of learning, such as higher education degrees and post-graduate courses.

A national disaster information system has been posed as a major challenge for most countries. Information is available but scattered in different sectors and institutions.

However, some countries are in the process of developing a central data base for all information with the UNISDR-sponsored DesInventar being considered. There is also need for greater emphasis on research undertaken into disaster risk reduction such as risk and vulnerability, poverty and cost-benefit analysis. Information on such research by African institutions remains limited.

Priority for Action 4 – Reduce the underlying risk factors

There is greater recognition of the relationship between poverty and vulnerability to natural disasters. As a result disaster risk reduction objectives are increasingly incorporated into sectoral development policies and programmes. Most countries have put in place the mechanisms to protect the environment and ensure sustainable development. Legislation and impact assessments for major projects are common in most countries. Countries are making significant efforts for the inclusion of DRR in their plans and projects including national adaptation to climate change plans (NAPAs).

There has been substantial achievement in the planning and management of human settlements through legislative enforcement and impact assessment mechanisms. Building codes in particular have been emphasized though there still remains the challenge of strict adherence and enforcement. Major commitment to vulnerability reduction is also seen through urban planning initiatives in most countries. Corruption is among the major challenges.

Social safety nets are widely included in the majority of the countries as a means of increasing resilience to risk prone households and communities. The drought risk reduction approach, as a long term commitment, has complemented long-term sustainable development planning efforts, such as meeting the United Nations Millennium Development Goals and in the Poverty Reduction Strategies.

Priority for Action 5 – Strengthen disaster preparedness for effective response at all levels

In terms of preparedness and response, this remains Africa's best performance. Institutional capacities have been strengthened in most countries. Contingency planning facilitated by Regional Economic Communities and in close working relations with regional specialized institutions for climate change and risk management has strengthened greater preparedness for drought, floods, cyclones and other climate related hazards.

Regional climate outlook forums provide opportunities for sharing information among member countries helping with preparedness. In many regions annual pre-season preparedness workshops help to discuss and coordinate contingency plans for floods, cyclones or drought depending on predictions.

4. CHALLENGES

While Africa has made substantial progress in the implementation of the HFA and the Africa Regional Strategy for Disaster Risk Reduction and its Programme of Action, however, there still exist considerable gaps and challenges. Capacity to deliver concrete results that will directly benefit vulnerable communities in a sustainable way is one of the challenges and priority toward 2015. These capacity challenges manifest themselves in

weak institutional capacity, inadequate resources for investment in disaster risk reduction, compounded by insufficient understanding of the importance of investing in disaster risk reduction.

Challenges remain also in creating practical synergies between disaster risk reduction and climate change and leveraging disaster risk reduction as a cost-effective adaptation measure.

New arising issues like urban risks are emphasizing the need to build a finance architecture for DRR to enable appropriate transfer of resources towards improved local governance and support local investment for DRR.

Specific challenges include the following:

- Get support from partners and resources to systematically implement the Africa Strategy and Programme of Action for DRR and to operationalise the Africa Working Group.
- In some regions such as ECCAS an effective leadership of the ECCAS in coordination, facilitation and support remains the major challenge due to low institutional and human capacity, coupled with the traditional economic difficulties.
- Central Africa is the only REC where priority countries on DRR are practically inexistent as far as projects funded by donors are concerned. Advocacy is thus required with partners and donors for a fresh look at their current commitment to DRR in Central Africa.
- There are difficulties particularly in ECCAS of collaboration with other sub-regional institutions to implement joint DRR projects with partner, for example the ACP/EU Facility for Natural Disaster managed by the Economic and Currency Community for Central Africa (CEMAC) and co-managed by the ECCAS.
- Many countries have yet to develop national legislation, policies, and/or plans for mainstreaming DRR into national development frameworks and sectoral programmes.
- Investment in disaster risk reduction remains low and little understood.
- Further strengthening of national and regional early warning systems is needed in order to enhance the exchange and sharing data and information to reduce risks and improve preparedness.
- The capacities of several sub-regional institutions that provide vital services for risk assessment need to be strengthened and their output made more people-centered.
- Some countries lack central facilities for coordination, command and control of response interventions during emergencies.
- In many countries and in a few RECs there are no functioning and effective National/ sub-regional Platforms or multi-sectoral coordination and collaboration mechanisms for DRR.

- Harmonization among NGOs and overall civil society through basic standards for early warning, livelihood approaches and DRM training are challenges which need to be addressed.
- Appropriate resources at local level needs to be ensured for DRR local investment including in urban settings.
- Dialogue and partnership between climate organization like ACMAD and related sub regional centres and Disaster risk managers needs to be enhanced to improve the use of climate services by disaster risk managers in the benefit of vulnerable people and populations at risk.

5. WAY FORWARD

1. Increase political commitment to disaster risk reduction, through:

- Continuous engagement of all stakeholders, and coordination to enhance the implementation of the Africa Strategy and Programme for DRR, with increased focus on joint actions and support for the work of the African Working Group on DRR.
- Leadership at regional and sub-regional levels by the AUC and RECs for the adoption and implementation of regional mechanisms and strategies on DRR and CC Adaptation through the promotion of partnership with development partners.
- Strengthening existing DRR National Platforms in Africa with increased recognition and support from the highest political levels, in order to make them functional and promote information sharing (exchange of good practice) and trans-boundary DRR programmes by multiple Member States. In addition, National Platforms need to mobilize substantive resources to support capacity building on DRR in collaboration with regional and international partners.
- Increased focus by Member States on the development strategies and programmes integrating Disaster Risk Reduction and Climate Change Adaptation and their mainstreaming into national development agendas with NAPAs, PRSPs, development plans and partner institutions.
- Support to RECs and Member States that have not been working on DRR nor established Regional and National Platforms to consider DRR into policies, mechanisms and programmes for sustainable development.
- Incentives to insurance companies to engage in risk-transfer business in order to lessen the impacts of disasters on communities and cooperate more with the private sector.

2. Improve identification and assessment of disaster risk, through:

- Enhancement of risk identification and creation of a DRR database at the AUC, RECs and Member States level and inventory of Regional Centres of Excellence in the sub-regions.
- Finalisation, adoption and application of data sharing protocols on DRR to enhance information and data exchange, forecast hazardous events, plan disaster preparedness and contingency planning

- Promotion of more investment in national meteorological services and emphasizing strong linkages between climate change, disaster risk reduction and urban planning by mainstreaming them into their development planning and sectoral policies, strategies and programmes.

3. Increase public awareness and capacity develop for disaster risk reduction, through:

- Greater advocacy for increased political commitment to investing in disaster risk reduction by Governments. Existing Cost-Benefit studies such as the recent report “Natural Hazards UN Natural Disasters, The Economics of Effective Prevention” should be used as advocacy tools to foster increased investments in DRR.
- Knowledge development for hazards, vulnerability, capacity and risk assessment, HFA monitoring, early warning to better address the sub-regional framework policy and strategy.
- Increased mainstreaming of DRR into the educational system and increased advocacy efforts to introduce DRR in the school curricula system in Member States;
- Promotion of research and greater engagement of academic institutions and networks to train critical mass of regional resource persons to implement disaster risk reduction programmes.

4. Improve governance of DRR institutions and reduce underlying risk factors, through:

- Building partnerships between regional climate institutions and Disaster risk management organisation to support government efforts for climate risk management and climate change adaptation.
- Greater encouragement and facilitation of women and youth to actively play a role in DRR, capacity development and in decision-making processes.
- Increased efforts at addressing urban risk through advocacy and participation in Campaigns for “Making Resilient Cities” and to develop DRR programmes to address urban risk.

5. Integrate DRR into preparedness plans, disaster management and recovery, through:

- Promotion of unified strategies between DRR and humanitarian actions.
- The world conference on recovery and reconstruction organised by the WB, which provides a timely opportunity to deploy more efforts in integrating DRR into humanitarian policy and intervention. Contingency planning should give greater priority to help people affected by disaster to recover their livelihood as quickly as possible and to repair or reconstruct their houses in way that increases their resilience to similar hazards in the future.

- DRR-oriented recovery and reconstruction programmes centred on community needs, constituting the link between disaster response and disaster risk reduction and ensuring the continuum between humanitarian action and development.
- Promotion of sub-regional collaboration to enhance the exchange of climate related data and information in addition to the existing stand-alone bilateral collaboration.

6. Support overall coordination and monitoring of the implementation of the Africa Strategy and Programme of Action for DRR, through:

- Operationalisation of the Africa Working Group for DRR as a mechanism to support overall coordination, provide guidance and support implementation of the Africa strategy and Programme of action for DRR.
- Collaboration among IGOs, PNs, UN and non UN partners to accelerate the implement of the Africa Strategy and Programme of Action for DRR in line with the HFA and report progress made.

Way to Durban: Preparing for COP 17

- The Africa Working Group for DRR should be part of a regional approach to be voice the concerns and priorities of the most vulnerable people and advocate for a simple and fast financial mechanism to support DRR and CCA programmes in countries which are the most at risk.
- Monitoring and evaluation of DRR and CCA related engagement in previous COP should be conducted and presented during the COP 17 in Durban.
- The Africa Working Group for DRR should liaise with mayors, parliamentary representatives and civil society to increase recognition of the need to address CCA challenges in Africa and strengthen investment in climate risk reduction at local level.
- The AUC and RECs, supported by UNISDR and its partners, should organise necessary preparatory consultations to provide sufficient and relevant information to decision makers (negotiator) during COP17.

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