

# Disaster Risk Reduction for Sustainable Development in Africa



African Union



## **PROGRAMME OF ACTION FOR THE IMPLEMENTATION OF THE AFRICA STRATEGY FOR DISASTER RISK REDUCTION (2005 - 2010)**

December 2004



# PROGRAMME OF ACTION FOR THE IMPLEMENTATION OF THE AFRICA REGIONAL STRATEGY FOR DISASTER RISK REDUCTION

## 1. CONTEXT

Africa is the only continent where the regional share of reported disasters in the world total has increased over the last decade. The occurrence of disasters triggered by natural hazards and the social and economic losses caused as a result are rising in Africa, posing a great threat to Africa's ability to achieve the Millennium Development Goals (MDGs) and sustainable development. In addition to the socio-economic losses, a substantial amount of financial and other resources for development has been diverted to relief and rehabilitation assistance to disaster-affected people each year.

Disaster risk reduction policies and institutional mechanisms do exist at various degrees of completeness in African countries. However, their effectiveness is limited, hence the need for a strategic approach to improving and enhancing their effectiveness and efficiency by emphasizing disaster risk reduction.

To address the issue of disasters comprehensively, the African Union (AU)/New Partnership for Africa's Development (NEPAD), the African Development Bank (AfDB) and the Africa Regional Outreach Office of the United Nations International Disaster Reduction (UN/ISDR Africa) have been working together since the beginning of 2003 to seek ways to provide strategic guidance and direction to mainstream disaster risk reduction in sustainable development planning and process. The process for formulating a continental disaster risk reduction strategy started with a NEPAD Workshop on Disaster Management in April 2003. The Workshop called for interventions to address issues of food security and disaster management in Africa. The outputs of the Workshop were two-fold: (a) the need to develop a regional strategy for disaster risk reduction for Africa; and (b) the need to develop a programme of action on disaster risk reduction.

At a follow-on "African Consultative Meeting on Disaster Risk Reduction in Africa" in June 2003, a decision was made to develop the Regional Strategy for Disaster Risk Reduction in two phases: (1) undertaking a baseline study to establish the status of disaster risk reduction in Africa; and (2) drafting of the Africa Regional Strategy for Disaster Risk Reduction. A baseline study was carried out to establish the status of disaster risk reduction in Africa. It emerged from the study that development was at risk from disasters mainly because of gaps in the following areas: institutional frameworks, risk identification, knowledge management, governance and emergency response.

In the light of all the above concerns, the aim of the Africa Regional Strategy for Disaster Risk Reduction is to contribute to the attainment of sustainable development and poverty eradication by facilitating the integration of disaster risk reduction into development.

The Strategy's objectives are to: (1) increase political commitment to disaster risk reduction; (2) improve identification and assessment of disaster risks; (3) enhance knowledge management for disaster risk reduction; (4) increase public awareness of disaster risk reduction; (5) improve governance of disaster risk reduction institutions; and (6) integrate of disaster risk reduction in emergency response management.

An outline of the Strategy and key areas of focus were reviewed at a preliminary meeting of the Africa Working Group on Disaster Risk Reduction in April 2004. A draft Strategy was reviewed at three separate forums in May/June 2004, namely (1) a Meeting of Experts to discuss the Strategy, (2) an African Regional Consultations on the January 2005 World Conference on Disaster Reduction (WCDR), and (3) the First Meeting of the Africa Working Group on Disaster Risk Reduction. A revised Strategy was adopted by African ministers at the 10th Meeting of the African Ministerial Conference on the Environment (AMCEN) and, subsequently, the Strategy was officially acknowledged at the 6-8 July 2004 AU Summit in Addis Ababa, Ethiopia, with an official call for a programme of action to implement the Strategy through the joint effort of the AU and NEPAD, with continuous support from the UN/ISDR, in cooperation with the United Nations Development Programme (UNDP) and United Nations Environment Programme (UNEP).

# PROGRAMME OF ACTION FOR THE IMPLEMENTATION OF THE AFRICA REGIONAL STRATEGY FOR DISASTER RISK REDUCTION

Today, the joint initiatives among AU, NEPAD, AfDB and UN/ISDR Africa have resulted in a set of strategic documents, with support from experts, government officials, the UNDP-BCPR (Bureau for Crisis Prevention and Recovery) and UNEP.

The documents are:

1. Regional Review of Disaster Reduction
2. Africa Regional Strategy for Disaster Risk Reduction
3. Guidelines for Mainstreaming Disaster Risk Assessment in Development

Now, the main challenge is how to transform this Strategy and the Guidelines into actions by policy makers, decision makers, disaster managers and development practitioners at sub-regional, national and community levels. To face this challenge, AU/NEPAD is proceeding with the second part of the ongoing joint initiative: developing a programme to facilitate the implementation process for mainstreaming of disaster risk reduction into sustainable development planning and activities in Africa.

## 2. GOAL AND OBJECTIVES

The overall goal of the Programme is to reduce the social, economic and environmental impacts of disasters on African people and economies, thereby facilitating the achievement of the MDGs and other development aims in Africa. The specific objectives are to increase:

1. understanding of how disaster risk reduction and management is an integral part of sustainable development.
2. understanding of why the Regional Strategy is imperative to African socio-economic development.
3. knowledge on disaster risk reduction and management for strategy implementation.
4. capacity, at sub-regional and national levels, for mainstreaming and implementing disaster risk reduction and management in the development process.

## 3. OPERATIONAL MECHANISMS

In the initial phase, the Strategy will be implemented through activities mentioned in A and B below:

A) Activities designed for the initial phase of operationalizing the Strategy to include:

- Advocacy and public awareness;
- Capacity building in disaster risk reduction and management;
- Small-scale pilot projects for mainstreaming disaster risk reduction into development programmes.

B) Mainstreaming disaster risk reduction in development programmes supported in cooperation with the AfDB and RECs (Regional Economic Communities) by:

- Advocating the adoption of the Guidelines for Mainstreaming Disaster Risk Assessment in Development at regional, sub-regional, national and local levels;
- Introducing disaster risk assessment as part of the social and economic development planning process;
- Ensuring that disaster risk reduction actions are incorporated into sustainable development programmes and integrating disaster risk assessment in the criteria for selecting and evaluating development, rehabilitation and reconstruction projects and programmes, especially in the agriculture and construction sectors, to prevent new risks from accumulating as a result of development.

## **4. PROGRAMME COMPONENTS**

### **4.1. Advocacy and Public Awareness**

Under this component, the AU/NEPAD, AfDB and UN/ISDR Africa, working together with RECs, will work jointly to help create an enabling environment for the implementation of the Regional Strategy and for the adoption of the Guidelines for Mainstreaming Disaster Risk Assessment at sub-regional, national and local levels.

Advocacy at sub-regional level will be carried out through regional and sub-regional forums, with the help of information material that aim to help increase the understanding and knowledge of disaster risk reduction, and sensitize higher-level policy makers on the fact that Africa's vulnerability to disasters has increasingly challenged social and economic development and that implementing the Strategy and adopting the Guidelines for Mainstreaming Disaster Risk Assessment in development, rehabilitation and reconstruction is a sure way to sustain poverty reduction efforts and socio-economic development in Africa.

At national level, the Regional Economic Communities (RECs), with support from AU/NEPAD, AfDB and UN/ISDR Africa, will lead the advocacy activities in their member countries. Being aware that the understanding and knowledge of National Governments are crucial for the success of disaster risk reduction, the advocacy will focus on the understanding of the complexity of disaster issues, the ISDR Disaster Risk Reduction Framework and the social, economic and environmental benefits from implementing the Africa Regional Strategy for Disaster Risk Reduction and adopting the Guidelines for Mainstreaming Disaster Risk Assessment in rehabilitation, reconstruction and development programmes. Such advocacy activities will be carried out through sub-regional and national forums on disaster reduction and sustainable development and through technical assistance to the establishment and development of national platforms for disaster risk reduction in Africa.

National Governments will take a leading role to raise public awareness on disaster risks and ways to reduce vulnerability and risks at local level. The emphasis should be on the understanding of the basic concepts of hazard, vulnerability, risk and disaster. Good understanding of these concepts and their inter-relationships will help to create a favourable environment for the development of a culture of disaster prevention and increased effectiveness of national and regional policies, strategies and guidelines for mainstreaming disaster risk Assessment. Public awareness can be raised through educational material, radio programmes and community-based or school-based public events on disaster risk reduction.

### **4.2. Capacity Building**

Under this component, the AU/NEPAD and AfDB will lead the process of developing the competence required for implementing the Africa Regional Strategy in Disaster Reduction and adopting the Guidelines for Mainstreaming Disaster Risk Assessment, in cooperation with RECs, National Governments and civil society and with support from UN/ISDR Africa. To sustain the efforts deployed on the capacity building process and multiply training activities at different levels, capacity building will focus on developing and sustaining the expertise available throughout the continent. In this respect, a training-for-trainers approach will be used in the process of regional capacity building from regional to local levels.

At regional level, the AU/NEPAD and AfDB will take a leading role, with support from training institutions, universities, the UNDP and UN/ISDR and other development partners, as appropriate, in the development of training-for-trainers material that will be both user-friendly and sufficient to address the needs of RECs in their effort to promote the mainstreaming of disaster risk reduction in development planning and practices in their member countries. Training at regional levels will be on knowledge-based training that aims to increase understanding, knowledge and competence of the personnel in these organizations so that the RECs are in a position to facilitate disaster risk reduction and its mainstreaming in development in their member states.

## **PROGRAMME OF ACTION FOR THE IMPLEMENTATION OF THE AFRICA REGIONAL STRATEGY FOR DISASTER RISK REDUCTION**

At sub-regional level, the RECs will lead the process of capacity building by organizing the knowledge-based training for National Government officials in their member countries, and making sure that the training material address the needs of National Governments. This will enable the RECs not only to understand disaster risks and vulnerability better and mainstream disaster risk reduction in development, but also to provide training to government officials at local level in their respective countries. They will be supported in this role by AU/NEPAD, AfDB, UNDP, UN/ISDR and other development partners.

National platforms or national committees, with support from trained trainers, should play a major role in coordinating the capacity building process in their respective countries, in cooperation with line ministries and specialized agencies. By doing so, the national platforms or national committees for disaster risk reduction will be able to acquire the competence required to justify the training material provided by sub-regional bodies for the specific needs of local government officials, without compromising training quality.

### **4.3. Pilot Projects for Mainstreaming Disaster Risk Reduction in Development**

Under this component, the AU/NEPAD and AfDB, working through the RECs, will encourage National Governments to take initiatives to mainstream disaster risk reduction in sustainable development while calling for small-scale pilot project proposals from National Governments and civil societies in Africa. The projects should be community-based, aiming to demonstrate how disaster reduction, as a component of development projects and programmes, can contribute to their sustainability and effectiveness. The small-scale pilot projects should focus on the priority areas of NEPAD's work: governance, water and resources management, land-use planning, environmental protection, infrastructure, HIV/AIDS and gender, and the project cycle should not be longer than 12 months. The purpose of these small-scale pilot projects is to accumulate knowledge and experience in mainstreaming disaster reduction into development planning and programmes, knowledge and experience that could be used for further implementation on a wider and larger scale.

## **5. EXPECTED RESULTS**

- Increased understanding of the importance of implementing the Africa Regional Strategy on Disaster Risk Reduction and adopting the Guidelines for Mainstreaming Disaster Risk Assessment in Development among policy and decision makers in African countries.
- Increased competence of African nationals in disaster risk reduction and the integration of disaster risk reduction in development planning and programmes at all levels - from regional to local levels.
- Training material developed, material that can be easily justified for training at different levels in order to address various needs in disaster risk reduction at regional, sub-regional, national and local levels.
- Successes and lessons learnt from pilot projects documented for wider and large-scale adoption of the Guidelines for Mainstreaming Disaster Risk Assessment in Development.
- More programmes developed for further implementation of the Strategy and larger adoption of the Guidelines.
- Improved policy environment for the implementation of disaster risk reduction strategies and practices.

## **6. PARTNERS**

The AU/NEPAD and AfDB will guide the overall implementation of all the activities developed under advocacy, capacity building and pilot projects for implementing the Regional Strategy and adopting the Guidelines for Mainstreaming Disaster Risk Assessment in Development, with support from regional specialized agencies, civil societies and UN organizations. UN/ISDR Africa will assist AU/NEPAD and AfDB in the sensitization process related to the Africa Regional Strategy and the Guidelines for Mainstreaming Disaster Risk Assessment in Development among the general public, government authorities

## PROGRAMME OF ACTION FOR THE IMPLEMENTATION OF THE AFRICA REGIONAL STRATEGY FOR DISASTER RISK REDUCTION

and civil societies. Regional training institutions and UNDP will assist AU/NEPAD in the process of capacity building in disaster risk reduction at regional, sub-regional and national levels. The AfDB and RECs will facilitate, with support from specialized agencies and civil societies, the mainstreaming of disaster risk reduction into sustainable development initiatives.

### 7. PROPOSED ACTIVITIES FOR THE IMPLEMENTATION OF THE STRATEGY

In line with the principles mentioned above, the proposed activities will be carried out in a 5-year timeframe under the joint coordination of the AU/NEPAD and UN/ISDR Africa working closely together with RECs, UN agencies and other development partners. The activities proposed in the matrix attached aim to achieve the objectives set by the Strategy.

### 8. CONTACT PERSONS:

**AU:**

Mr. Foday Bojang  
Head – Environment and Natural Resources  
AU Commission  
Telephone: + 251 1 51 7848  
Fax: + 251 1 51 7700  
E-mail: fodaybojang@yahoo.com

**NEPAD:**

Dr. Hesphina Rukato  
Advisor – Environment and Tourism  
NEPAD Secretariat  
Telephone: + 27 11 313 3461  
Fax: + 27 11 313 3450  
E-mail: hesphinar@nepad.org

**UN/ISDR AFRICA:**

Dr. Feng Min Kan  
Senior Regional Officer  
UN/ISDR Africa  
Telephone: + 254 20 62 4119  
Fax: + 254 20 62 4726  
E-mail: fengmin.kan@unon.org

**PROGRAMME OF ACTION FOR THE IMPLEMENTATION OF  
THE AFRICA REGIONAL STRATEGY FOR DISASTER RISK REDUCTION**

<b>PROGRAMME OF ACTION</b> Timeframe: 5 Years				
<b>STRATEGIC AREAS OF INTERVENTIONS</b>	<b>MAJOR ACTIVITIES</b> (as Identified in the AUNEPAD Strategy for DRR)	<b>EXPECTED RESULTS</b>	<b>RESPONSIBILITY</b>	<b>INITIAL ESTIMATED BUDGET (USD)</b>
<b>1. Increased political commitment to disaster risk reduction</b>	<p>Strengthening lobbying and advocacy for political commitment, responsibility and accountability.</p> <p>Strengthening institutional frameworks for disaster risk reduction.</p> <p>Increasing resource allocation for disaster risk reduction.</p> <p>Strengthening the capacities of Regional Economic Communities (RECs) to facilitate the implementation of the Strategy.</p>	<p>Advocacy material developed and disseminated among policy and decision makers.</p> <p>Increased number of politicians understanding and interested in disaster risk reduction.</p> <p>Demonstrated commitment to DRR from policy and decision makers.</p> <p>Increased allocation of human and financial resources to disaster reduction.</p> <p>Technical support provided to RECs for the implementation of the Strategy.</p>	<p>AU//NEPAD RECs National Governments Civil Society</p>	<p>150,000 X 5 Years = 750,000</p>
<b>2. Improved identification and assessment of disaster risks</b>	<p>Improving the quality of information and data on disaster risks.</p> <p>Improving the identification, assessment and monitoring of hazards, vulnerabilities and capacities.</p> <p>Strengthening early warning systems, institutions, capacities and resource base, including observational and research sub-systems.</p> <p>Improving communication and information exchange among stakeholders in risk identification and assessment.</p> <p>Engendering and improving the integration and coordination of risk identification and assessment processes and interventions.</p>	<p>Quality of information and data on DRR improved.</p> <p>Risk identification and assessment improved.</p> <p>Capacity for hazard and vulnerability mapping and monitoring improved.</p> <p>Early warning systems at national and regional levels enhanced; Information on disaster risk reduction among the RECs improved and enhanced.</p> <p>Information flow and assessment of disaster risks better coordinated among stakeholders.</p>	<p>AU//NEPAD RECs RECs and National Governments Civil Society</p>	<p>200,000 X 5 Years = 1,000,000</p>

**PROGRAMME OF ACTION FOR THE IMPLEMENTATION OF  
THE AFRICA REGIONAL STRATEGY FOR DISASTER RISK REDUCTION**

STRATEGIC AREAS OF INTERVENTIONS	MAJOR ACTIVITIES	EXPECTED RESULTS	RESPONSIBILITY	
<p><b>3. Increased public awareness of disaster risk reduction</b></p>	<p>Improving information dissemination and communication. Promoting the integration of disaster risk reduction in education. Expanding the role of the media. Strengthening the role of traditional and local authorities and experience. Strengthening the role of the youth and other major groups in disaster risk reduction.</p>	<p>Systems for information dissemination and communication developed. DRR incorporated in selected secondary and tertiary education institutions. Networking and partnership with media developed. Activities, including training, carried out for enhancing the role of traditional and local authorities. Youth, women and elderly persons engaged in DRR.</p>	<p>AU//NEPAD RECs National Governments Civil Society</p>	<p>100,000 X 5 Years = 500,000</p>
<p><b>4. Improved governance of disaster risk reduction institutions</b></p>	<p>Harmonizing terms and policies in disaster risk reduction. Developing national platforms for disaster risk reduction. Strengthening decentralization of disaster risk reduction interventions. Increasing public participation in planning and implementing disaster risk reduction interventions. Increasing gender sensitivity of disaster risk reduction policies, legislation and programmes. Promoting increased inter-country cooperation and coordination.</p>	<p>Support provided to harmonize DRR terms and policies at national and regional levels. National platforms developed in all REC member countries. Decentralization of DRR. Public participation in DRR increased especially at local level. Gender concerns and needs in DRR increasingly addressed. Inter-country cooperation and coordination promoted and supported.</p>	<p>AU//NEPAD RECs National Governments Civil Society</p>	<p>250,000 X 5 Years = 1,250,000</p>



**PROGRAMME OF ACTION FOR THE IMPLEMENTATION OF  
THE AFRICA REGIONAL STRATEGY FOR DISASTER RISK REDUCTION**

STRATEGIC AREAS OF INTERVENTIONS	MAJOR ACTIVITIES	EXPECTED RESULTS	RESPONSIBILITY	
<p><b>5. Integration of disaster risk reduction in emergency response management</b></p>	<p>Advocating the inclusion of disaster risk reduction in development strategies at local, national, sub-regional and regional levels.</p> <p>Preparing and disseminating the Guidelines for Mainstreaming Disaster Risk Assessment in development planning and activities.</p> <p>Facilitating the orientation of emergency response management towards disaster risk reduction.</p> <p>Facilitating the strengthening of contingency planning and other preparedness measures in emergency management.</p>	<p>Advocacy material developed to facilitate the integration of DRR into development planning and practice.</p> <p>Consultation/training, through RECs, for capacity building for inclusion of DRR by AU/NEPAD.</p> <p>Guidelines for mainstreaming DRR into sustainable development prepared in AU working languages.</p> <p>Orientation of emergency response management towards disaster risk reduction facilitated.</p> <p>Facilitation given for the strengthening of contingency planning and other preparedness measures in emergency management.</p>	<p>AU/NEPAD</p> <p>AU/NEPAD, AfDB and RECs</p> <p>National Governments</p> <p>Civil Society</p>	<p>200,000 X 5 Years = 1,000,000</p>
<p><b>6. Overall coordination and monitoring of the implementation of the Strategy</b></p>	<p>Providing secretarial support to AU and NEPAD in their efforts to pursue the implementation of the Strategy and Programme of Action.</p> <p>Coordinating the mapping of priority needs in the region.</p> <p>Leading the process of linking the implementation of the Strategy with the outcomes of the Second World Conference on Disaster Reduction (WCDR II).</p> <p>Coordinating the collaboration with development partners for the integration of DRR into development programmes in Africa.</p> <p>Facilitating the development of sub-regional strategies in order to harmonize with the Africa Regional Strategy and the ISDR.</p>	<p>Secretarial support to AU and NEPAD provided for effective implementation of the Strategy and Programme of Action.</p> <p>Priority needs in the region well mapped and coordinated.</p> <p>Implementation of the Strategy linked adequately with WCDR II outcomes in Africa.</p> <p>Integration of DRR into development programmes in Africa well coordinated in collaboration with development partners.</p> <p>Sub-regional strategies developed in harmony with the Regional Strategy and the ISDR.</p>	<p>UN/ISDR Africa</p>	<p>200,000 x 5 Years = 1,000,000</p>
<b>GRAND TOTAL</b>				<b>5,500,000 USD</b>



