

AFRICAN UNION

الاتحاد الأفريقي



UNION AFRICAINE

UNIÃO AFRICANA

Addis Ababa, ETHIOPIA P. O. Box 3243 Telephone 517 700 Cables: OAU, ADDIS ABABA

**PROGRAMME OF ACTION
FOR THE IMPLEMENTATION OF
THE AFRICA REGIONAL STRATEGY FOR DISASTER
RISK REDUCTION
(2006 – 2010)**

**Programme of Action Proposal
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, African Union (AU)/New Partnership for Africa's Development (NEPAD), African Development Bank (ADB) and 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 on disaster risk reduction; 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 on Disaster Risk Reduction in two phases: (1) undertaking a baseline study to establish the status of disaster risk reduction in Africa; and (2) the drafting of the Regional Strategy on 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 proposed African 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 disaster risk reduction in emergency response management. The Strategy suggests strategic directions to achieve these objectives.

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: a Meeting of Experts to discuss the Strategy; an African Regional Consultations on the January 2005 World Conference on Disaster Reduction (WCDR); and the First Meeting of the Africa Working Group on Disaster Risk Reduction. A revised Strategy was adopted by the Ministers at the 10th Meeting of the Africa Ministerial Conference on the Environment (AMCEN) and subsequently, the strategy was officially acknowledged at the AU Summit in Addis Ababa, Ethiopia from 6-8 July 2004, with an official call for a programme of action to implement the strategy through the joint effort of AU/NEPAD, with continuous support from the UN/ISDR, in cooperation with United Nations Development Programme (UNDP) and United Nations Development Programme (UNEP).

Today, the joint initiatives among AU, NEPAD, ADB and UN/ISDR Africa have resulted in a set of strategic documents, with support from experts, government officials, UNDP-BCPR and UNEP. The documents are:

1. Regional Review of Disaster Reduction
2. Regional Strategy for Disaster Risk Management
3. Guidelines for mainstreaming disaster risk reduction into sustainable development

Now, the main challenge is how to transform this strategy and these 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 – development of a programme to facilitate the implementation process for the 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 the African people and economy thereby facilitating the achievement of the MDGs and other development aims in Africa. The specific objectives are to increase:

1. the understanding of how disaster risk reduction and management is an integral part of sustainable development
2. the 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 resources mobilization
- 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 ADB and RECs by:

- advocating adoption of guidelines for mainstreaming disaster risk reduction at regional, sub-regional, national and local levels
- introducing disaster risk assessment as part of 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, thus preventing new risks accumulating as a result of development

4. Programme Components

4.1 Advocacy and Public Awareness

Under this component AU/NEPAD, ADB and UN/ISDR Africa, working together with RECs, will work together to help create an enabling environment for the implementation of the regional strategy and for the adoption of guidelines for mainstreaming disaster risk reduction at sub-regional, national and local levels.

Advocacy at sub-regional level will be carried out through regional, and sub-regional forums, with support of information materials which aims to help increase the understanding and knowledge of disaster risk reduction, to sensitize policy-makers at higher level that Africa's vulnerability to disasters has increasingly challenged the social and economic development in Africa and that implementation of the strategy and adoption of guidelines on mainstreaming disaster risk reduction in development, rehabilitation and reconstruction is a sure way to sustain its poverty reduction effort and socio-economic development in Africa.

At national level, RECs, with support from AU/NEPAD, ADB and UN/ISDR, 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 disaster risk reduction framework and the social, economic and environmental benefits for implementing the strategy on disaster risk reduction and adoption of guidelines for mainstreaming disaster risk reduction 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 in establishment and development of national platforms for disaster risk reduction in Africa.

National governments will take a leading role to raise the public awareness on disaster risks and ways to reduce vulnerability and risks at local level. The emphasis should be on understanding of basic concepts of hazards, vulnerability, risks and disasters. Good understanding of these concepts and their inter-relationships will help to form a favorable environment for the development of a culture of disaster prevention and the improvement of effectiveness of national and regional policies, strategies and guidelines on mainstreaming disaster risk reduction. The public awareness can be raised through educational materials, radio programmes and organization of community-based or school-based public events on disaster risk reduction.

4.2 Capacity building.

Under this component, AU/NEPAD and ADB will lead the process of developing the competence required for the implementation of the regional strategy and adoption of guidelines for mainstreaming disaster risk reduction in Africa, in co-operation with RECs, national governments and civil society, with support of UN/ISDR Africa. To sustain the effort of the capacity building process and multiply the 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 ADB will take a leading role, with support of training institutions, universities, UNDP, and UN/ISDR and other development partners, as appropriate, in development of training-for-trainers materials which will be both user-friendly and sufficient to address the needs of RECs in their effort to promote mainstreaming disaster risk reduction in development planning and practices among 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 RECs will be in a position to facilitate the disaster risk reduction and its mainstreaming in development in their member states.

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 make sure that the training materials will address the needs of national governments, which will enable them to better understand disaster risks and vulnerability, to mainstream disaster risk reduction in development, but also enable them to provide training to government officials at local level in their respective countries. They will be supported in the role by AU/NEPAD, ADB, UNDP, UN/ISDR and other development partners.

The national platform or national committee, with the support of trained trainers, should play a major role in coordinating the capacity building process within their respective country, 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 have the competence required to justify the training materials provided by sub-regional levels to the specific needs of the local government officials without compromising the training quality.

4.3 Pilot Projects for Mainstreaming Disaster Risk Reduction into Development

Under this component, AU/NEPAD and ADB, working through RECs, will encourage national governments to take initiative to mainstream disaster risk 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, which aims at demonstrating 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 that could be used for further implementation on a wider and larger scale.

5. Expected Results

- Increased understanding of the importance of implementing the African Regional Strategy on DRR and of adopting guidelines for mainstreaming disaster risk reduction in development among policy and decision makers in African countries.
- Increased competence of Africans in disaster risk reduction and integrating disaster risk reduction in development planning and programmes at all levels - from regional to local levels.
- Training materials developed which 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 guidelines for mainstreaming disaster risk reduction 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

AU/NEPAD and ADB will guide the overall implementation of all the activities developed under advocacy, capacity building and pilot projects for the implementation of regional strategy and adoption of guidelines for mainstreaming disaster risk reduction, with support from regional specialized agencies, civil societies and UN organizations. UN/ISDR Africa will assist AU/NEPAD and ADB in the sensitization process of regional strategy and guidelines for mainstreaming disaster risk reduction in development among the general public, government authorities and civil society. Regional training institutions and UNDP assist AU/NEPAD in the process of capacity building in disaster risk reduction at regional, sub-regional and national levels. ADB and RECS will facilitate, with support of 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 5 year timeframe under the joint co-ordination of AU/NEPAD and UN/ISDR, working closely together with RECs, UN agencies and other development partners. The activities proposed in the matrix below aim to achieve the objectives set by the Strategy.

PROGRAMME OF ACTION

Timeframe: 5 Years

STRATEGIC AREAS OF INTERVENTIONS	MAJOR ACTIVITIES (As Identified in the AU/NEPAD Strategy on DRR)	EXPECTED RESULTS	RESPONSIBILITY	INITIAL ESTIMATED BUDGET (USD)
<p>1. Increased political commitment to disaster risk reduction</p>	<p>To strengthen lobbying and advocacy for political commitment, responsibility and accountability.</p> <p>To strengthen institutional frameworks for disaster risk reduction.</p> <p>To increase resource allocation for disaster risk reduction.</p> <p>To strengthen capacities of the Regional Economic Commissions (RECs) to facilitate implementation of this Strategy.</p>	<p><i>Advocacy materials developed and disseminated among policy makers and decision makers;</i></p> <p><i>Increased number of politicians understood and interested in disaster risk reduction;</i></p> <p><i>Demonstrated commitment from policy and decision makers in DRR</i></p> <p><i>Increased allocation of human and financial resources in disaster reduction</i></p> <p><i>Technical support provided to the RECs for the implementation of the strategy</i></p>	<p><i>AU//NEPAD</i></p> <p><i>RECs</i></p> <p><i>National governments</i></p> <p><i>Civil Society</i></p>	<p>150,000 X 5 Years = 750,000</p>
<p>2. Improve identification and assessment of disaster risks</p>	<p>To improve the quality of information and data on disaster risks.</p> <p>To improve identification, assessment and monitoring of hazards, vulnerabilities and capacities.</p> <p>To strengthen early warning systems, institutions, capacities and resource base, including observational and research sub-systems.</p> <p>To improve communication and information exchange among stakeholders in risk identification and assessment.</p> <p>To engender and improve integration and coordination of risk identification and assessment processes and interventions.</p>	<p><i>Quality of information and data improved on DRR</i></p> <p><i>Risk identification and assessment improved</i></p> <p><i>Capacity for hazard and vulnerability mapping and monitoring improved</i></p> <p><i>Early warning system at national and regional level enhanced</i></p> <p><i>Information flow and assessment of disaster risks better coordinated among stakeholders</i></p>	<p><i>AU//NEPAD</i></p> <p><i>RECs</i></p> <p><i>RECs and National governments (I believe info. Exch. Btwn RECs important)</i></p> <p><i>Civil Society</i></p>	<p>200,000 X 5 Years = 1,000,000</p>

STRATEGIC AREAS OF INTERVENTIONS	MAJOR ACTIVITIES	EXPECTED RESULTS	RESPONSIBILITY	
3. Increase public awareness of disaster risk reduction	<p>To improve information dissemination and communication.</p> <p>To promote integration of disaster risk reduction in education.</p> <p>To expand the role of the media.</p> <p>To strengthen the role of traditional and local authorities and experience.</p> <p>To strengthen the role of the youth and other major groups in disaster risk reduction.</p>	<p><i>Systems for information dissemination and communication developed</i></p> <p><i>DRR incorporated in select secondary and tertiary education institutions</i></p> <p><i>Network and partnership with media developed</i></p> <p><i>Activities carried out for enhancing the role of traditional and local authorities, including training</i></p> <p><i>Youth, women and elderly engaged in DRR</i></p>	<p><i>AU//NEPAD</i></p> <p><i>RECs</i></p> <p><i>National governments</i></p> <p><i>Civil Society</i></p>	<p>100,000 X 5 Years = 500,000</p>
4. Improve governance of disaster risk reduction institutions	<p>To harmonize terms and policies in disaster risk reduction.</p> <p>To develop national platforms for disaster risk reduction.</p> <p>To strengthen decentralization of disaster risk reduction interventions.</p> <p>To increase public participation in planning and implementing disaster risk reduction interventions.</p> <p>To increase gender sensitivity of disaster risk reduction policies, legislation and programmes.</p> <p>To promote increased inter-country cooperation and coordination.</p>	<p><i>Support provided to harmonize terms and policies in DRR at national and regional levels</i></p> <p><i>National platforms developed in all RECs</i></p> <p><i>Decentralization of DRR</i></p> <p><i>Public participation in DRR increased, especially at local level</i></p> <p><i>Gender concerns and needs increasingly addressed in DRR</i></p> <p><i>Inter-country cooperation and coordination promoted and supported</i></p>	<p><i>AU//NEPAD</i></p> <p><i>RECs</i></p> <p><i>National governments</i></p> <p><i>Civil Society</i></p>	<p>250,000 X 5 Years = 1,250,000</p>

STRATEGIC AREAS OF INTERVENTIONS	MAJOR ACTIVITIES	EXPECTED RESULTS	RESPONSIBILITY	
<p>5. Integrate disaster risk reduction in emergency response management</p>	<p>To advocate the inclusion of disaster risk reduction in development strategies at local, national, sub-regional and regional levels.</p> <p>To prepare and disseminate guidelines for integrating disaster risk reduction in development planning and activities.</p> <p>To facilitate the orientation of emergency response management towards disaster risk reduction.</p> <p>To facilitate the strengthening of contingency planning and other preparedness measures in emergency management</p>	<p><i>Advocacy material developed to facilitate the integration of DRR into development planning and practice</i></p> <p><i>Any consultations/training, through RECs, for capacity building for inclusion of DRR by AU/NEPAD?</i></p> <p><i>Guidelines for integration of DRR into sustainable development prepared in different languages</i></p> <p><i>The orientation of emergency response management towards disaster risk reduction facilitated</i></p> <p><i>Facilitation given for the strengthening of contingency planning and other preparedness measures in emergency management</i></p>	<p><i>AU//NEPAD</i></p> <p><i>AU/NEPAD; ADB and RECs (the guidelines developed at regional level may benefit from translation into the AU working languages?)</i></p> <p><i>National governments</i></p> <p><i>Civil Society</i></p>	<p>200,000 X 5 Years = 1,000,000</p>
<p>6. Overall co-ordination and monitoring of the implementation of the Strategy</p>	<p>To provide a secretarial support AU and NEPAD in their efforts to pursue the implementation of the Strategy and Programme of Action</p> <p>To co-ordinate the mapping of the priority needs in the region</p> <p>To lead the process of linking the implementation of the strategy with WCDR outcomes</p> <p>To co-ordinate the collaboration with development partners for the integration of DRR into development programmes in Africa</p>	<p><i>Secretarial support to AU and NEPAD provided for effective implementation of the Strategy and Programme of Action</i></p> <p><i>Priority needs in the region are well mapped and co-ordinate</i></p> <p><i>The implementation of the strategy is well linked with WCDR outcomes in Africa</i></p> <p><i>Integration of DRR into development programmes in Africa is well co-ordinated the collaboration with development partners</i></p>	<p><i>UN/ISDR-Africa</i></p>	<p>100,000 X 5 Years = 500,000</p>

	To facilitate the development of sub-regional strategies in order to harmonise with the Strategy and ISDR	<i>Sub-regional strategies developed in harmony with the Strategy and ISDR</i>		
--	---	--	--	--

Table 1: Proposed 5 Year Programme of Action for the implementation of the Africa Strategy on DRR
