FAO Regional Programme Framework for Disaster Risk Management 2010 -2013

Reducing and managing disaster risk to improve
food and livelihood security in Eastern and Central Africa

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ACRONYMS & ABBREVIATIONS

AU	African Union
CAADP	Comprehensive Africa Agriculture Development Programme
CAR	The Central African Republic
CFSAM	Crop and Food Supply Assessment Missions
COMESA	Common Markets for Eastern and Southern Africa
DRC	The Democratic Republic of Congo
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EAC	East African Community
ECA	Eastern and Central Africa region
ECCAS	Economic Community of Central Africa States
ECHO	European Community Humanitarian Aid Department
EM-DAT	Emergency Events Database
EMPRES	Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases
ERCU	Emergency and Rehabilitation Coordination Unit
EW	Early warning
EWS	Early warning systems
FAO	Food and Agriculture Organization of the United Nations
FEWS NET	Famine Early Warning Systems Network
FFS	Farmer Field Schools
GIEWS	Global Information and Early Warning System
GLEWS	Global Early Warning and Response System for Major Animal Diseases
HEA	Household Economic Assessment
HFA	Hyogo Framework for Action
IASC	Inter-Agency Standing Committee
IAWG	Inter-Agency Working Group
IFAD	International Fund for Agricultural Development
IGAD	Inter-Governmental Authority on Development
ILO	International Labour Organization
IPC	Integrated Food Security Phase Classification
ISALs	Internal Savings and Lending Schemes
ISDR	International Strategy for Disaster Reduction
LADA	Land Degradation Assessment in Drylands
LAT	Livelihoods Assessment Toolkit
LEGS	Livestock Emergency Guidelines and Standards
LIFDC	Low Income Food Deficit Countries
NEPAD	New Partnership for Africa's Development
NGOs	Non-Governmental Organizations
NMTPF	National Medium-Term Priority Framework
OR	Organizational Result

PFS	Pastoral Field Schools
POA	Plan of Action
RADAR	Rapid Agriculture Disaster Assessment Routine
RBM	Results Based Management
RECs	Regional Economic Communities
REOA	Sub-Regional Emergency Office for Eastern and Central Africa
RHPT	Regional Humanitarian Partnership Team
SAP/SSA	Système d'Alerte Précoce / Surveillance de la Sécurité Alimentaire
SEAGA	Socio-Economic and Gender Analysis
SO I	Strategic Objective I
TCE	Emergency Operations and Rehabilitation Division
UN	United Nations
WFP	World Food Program

EXECUTIVE SUMMARY

Each year, countries in the Eastern and Central region of Africa (ECA) experience the highest number of natural hazards and people-induced disasters in all of Africa. More and more people are adversely affected by natural hazards, such as droughts and floods, as well as crop and livestock diseases, civil conflicts, unstable market conditions and volatile food prices, gender inequalities and HIV. As they result in the loss of lives, assets and livelihoods, these natural and people-induced disasters affect men and women differently and, at the same time, weaken the social support systems. Given the complex nature of often simultaneous and protracted crises affecting ECA, coordinated action towards adopting a more holistic approach is needed. Such an approach would integrate disaster risk reduction (pre-disaster preparedness, prevention and mitigation) into emergency response and post-disaster recovery strategies.

In line with this need, FAO has elaborated a new **Strategic Framework** that will serve as the foundation for the regional disaster risk management (DRM) programme in Eastern and Central Africa. The regional approach is based on the new corporate strategy aimed at **improving *preparedness and response to food and agricultural threats and emergencies*** by effectively linking short- and long-term interventions through disaster risk reduction (preparedness, prevention and mitigation), emergency response and transition options.

This Regional DRM Programme Framework provides an integrated approach to disaster risk reduction (DRR) and DRM interventions on natural hazards, crises and threats common to countries in ECA and acts as a platform for the development of national Plans of Action (PoAs). This Framework is intended as a working document, subject to change, aimed at supporting the development and implementation of DRR and DRM efforts in food and agriculture in coordination with governments, regional economic commissions (RECs), African Union (AU), UN-system, particularly the other two Rome-based agencies (the World Food Programme [WFP] and the International Fund for Agricultural Development [IFAD]), NGOs and other stakeholders in the region.

Three main programme priorities are foreseen for 2010-2013: *(1) to enhance and promote risk reduction concepts and practices in programming; (2) to increase the timeliness and quality of emergency response to disasters, crises and threats; and (3) to integrate transition concepts and linkages related to transforming risks into programming.*

The overall objective of the Regional DRM Programme Framework is *to lessen the adverse impacts of hazards, to reduce vulnerability and to strengthen community resilience, in an effort to help the countries in the region to become more food secure and to enable them to focus on developing sustainable food and agriculture systems.* The following countries will be covered by this regional programme: Burundi, the Central African Republic (CAR), the Democratic Republic of Congo (DRC), Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Sudan, Somalia, Tanzania and Uganda.

1. Context

The Food and Agriculture Organization of the United Nations (FAO) approach focuses on Disaster Risk Management (DRM) as the conceptual framework for interventions linking short- and long-term responses to food and agriculture crises and threats in the region.

DRM provides a management perspective that combines preparedness, prevention and mitigation with response, recovery and rehabilitation – moving beyond disaster risk reduction.

Globally, natural hazards, extreme events and people-induced disasters have been increasing in frequency and severity over the past ten years. This trend has affected more than 250 million people worldwide each year since 2000. In 2007 alone, more than 74 million people were victims of humanitarian crises. Natural disasters add to already complex and challenging environments, significantly increasing the vulnerability of the affected populations and impacting men and women differently.

Africa experienced an increase in the number of hydrological and meteorological disasters in 2009, compared to the 2000-2008 annual average. Although climatological disasters still accounted for most of the natural disaster victims in Africa (62.2 percent), hydrological disasters accounted for 86.7 percent of economic damages, reflecting an increase of 29.9 percent compared to the 2000-2008 annual average share. As economic damages from natural disasters in Africa are poorly reported, these figures can only be considered as underestimations*.

Populations in the Eastern and Central region of Africa (ECA) face multiple hazards, such as droughts, floods, conflicts, crop and livestock diseases, epidemics, unstable market conditions and volatile food prices. These hazards can rapidly cause crises owing to the already complex local situations, characterized by very high levels of food insecurity and highly vulnerable populations with low coping capacity. The crises are often further exacerbated by a number of other variables, which may include: weak governance, protracted conflict situations, mass population displacements, high levels of illiteracy, climate variability and change, gender-based vulnerabilities, AIDS epidemic, poor health conditions, transboundary plant pests and animal diseases and increasing land pressure.

Population growth, civil conflicts and natural disasters are three of the primary factors contributing to food insecurity in the region. Growing populations are placing further pressure on increasingly scarce natural resources. Consequently, arable lands are being degraded as farmers are forced to cultivate intensively and often cannot replenish the soil. Land right issues and the increasingly limited access to cultivable land, water and other natural resources key to rural populations' livelihoods are recurrent causes for population movements and conflicts both internally and across borders. At the same time, population growth is forcing the adoption of more sustainable production practices, as younger generations begin to account for the majority of national populations in some countries (for example Burundi: 50 percent of its population is less than 20 years of age).

Nearly 300 million people live in the ECA region covered by the DRM programme (Burundi, the Central African Republic [CAR], the Democratic Republic of Congo [DRC], Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Sudan, Somalia, Tanzania and Uganda) with almost 55 percent of the population in Central Africa and 39 percent in Eastern Africa considered undernourished**. Collectively, these countries have some of the world's highest proportions of undernourished people, face chronic food insecurity and are designated as low income food deficit countries (LIFDCs).

Figure 1 depicts a stylized pattern of the main risks in the ECA Region based on a conceptual framework of *increasing-decreasing* likelihood and *small-large* severity of impact for the poor. According to this analysis, the likelihood of a crisis in the future owing to natural disasters and high and volatile food prices is increasing, reaching the high level of severity of impact on the poor. The main risks associated with food security (i.e. natural disasters, high and volatile food prices, crop and livestock diseases and chronic conflicts) in this analysis are concentrated in the right quadrants, with increasing likelihood corresponding to increasing severity of impact on people living in poverty. This framework emphasizes the potentially strong role that science and technology could play in mitigating the severity and likelihood of high and volatile food prices, while further recognizing that sound policies and institutions play a strong role in mitigating adverse consequences of chronic conflicts.

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*CRED, UCL, UN-ISDR Annual Statistical Review: Numbers and Trends 2006 and 2009, Brussels 2007 and 2010. Increased numbers of reported disasters are also related to improvements in reporting of smaller scale disasters. Flood occurrence worldwide has risen from about 50 floods per year in the 1980s to more than 200 today (FAO). Natural disasters are now the principal reasons for food crises in about 40 percent of cases globally (FAO).

** FAO SOFI data, with Central Africa regional estimates that include Cameroon, Chad, Congo, Gabon, in addition to the list of countries covered by the regional DRM programme.

Figure 1: Stylized Framework for Assessment of Main Food Security Risks in ECA Region

Source:

Adapted from IFPRI, Annual Report Essay 2008-2009

Notes:

* Strong role of science and technology for mitigating severity and likelihood

+ Strong role of sound policies and institutions for mitigating severity and likelihood of risks
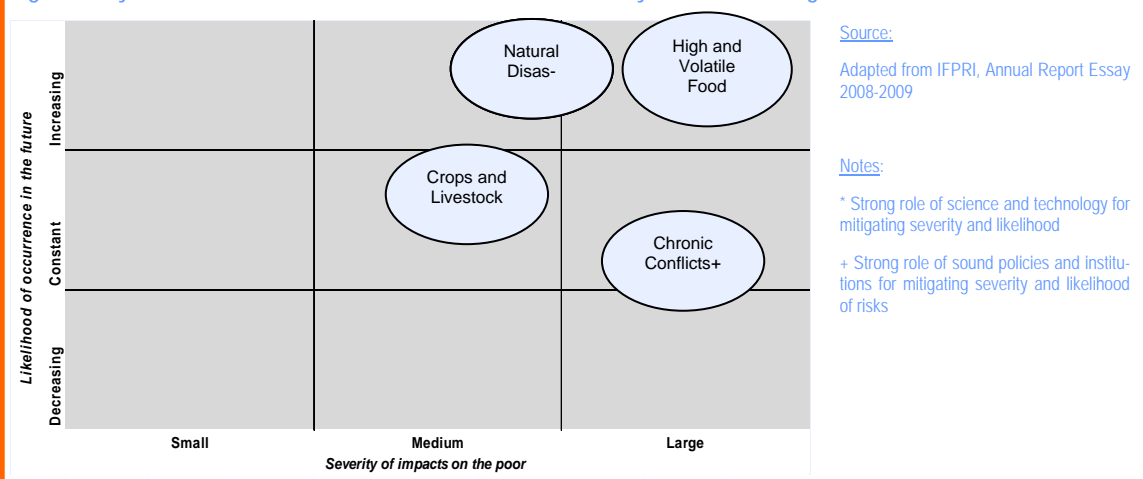
Based on an analysis of the micro-level risk patterns and consequences, the International Food Policy Research Institute concluded that poor people face a variety of risks that threaten their livelihoods and health, deplete their asset base and undermine their food and nutrition security. Not only are consequences of uninsured risk harsher for the poorest, but the shocks themselves can also push households deeper into poverty and thus make a recovery difficult if not impossible. The situations that lock the poor in poverty are referred to as "poverty traps." The FAO DRM approach will provide opportunities for development of a more integrated strategy to analyse the primary causal factors of food insecurity in the region, as well as develop appropriate risk reduction, response and transition options to assist communities in breaking out of the poverty trap.

Furthermore, eight of the twelve ECA countries considered in this regional DRM programme (Burundi, CAR, DRC, Eritrea, Ethiopia, Kenya, Somalia and Uganda) have been in protracted crises for more than 20 years owing to natural disasters and people-induced conflict. Food insecurity is the most common manifestation of a protracted crisis. Countries in protracted crisis are different from other developing countries; they are characterized by recurrent disasters and conflict, long duration of food crises (often lasting for decades), unsustainable livelihood systems, poor food security outcomes (or extensive breakdown of livelihoods) and limited institutional capacity to react to crisis. A different approach to addressing the needs in protracted crisis countries is emerging and focuses on:

(1)   improving food security analysis and decision-making;

(2)   supporting the protection, promotion and rebuilding of livelihoods and related institutions; and

(3)   changing the architecture of external intervention to move beyond traditional relief and development categories towards a more diversified approach to addressing food insecurity***. In line with the regional DRM Programme Framework, this approach is aimed at developing more diversified and integrated strategies to reduce and manage the risks that populations in ECA face, to build livelihoods and strengthen community resilience.

The effects of some major hazards on African populations are illustrated in figure 2. It is evident that droughts have affected a considerable proportion of the population. Drought has affected over ten million people, while human epidemics have affected over a hundred thousand people in Eastern and Central Africa in the last decade. HIV for example has reached the generalized epidemic state in all countries and will increasingly exert adverse pressure on rural livelihoods by affecting their vulnerability and resilience. The regional DRM Programme Framework is, therefore, a critical initiative in view of these hazards and other adverse factors that undermine resilience of communities and nations in Eastern and Central Africa.

*** FAO. 2010. State of Food Insecurity in the World. Addressing Food Insecurity in Protracted Crises: Issues and Challenges. Rome, October 2010.

Figure 2: African populations affected by disasters (2000-2009)
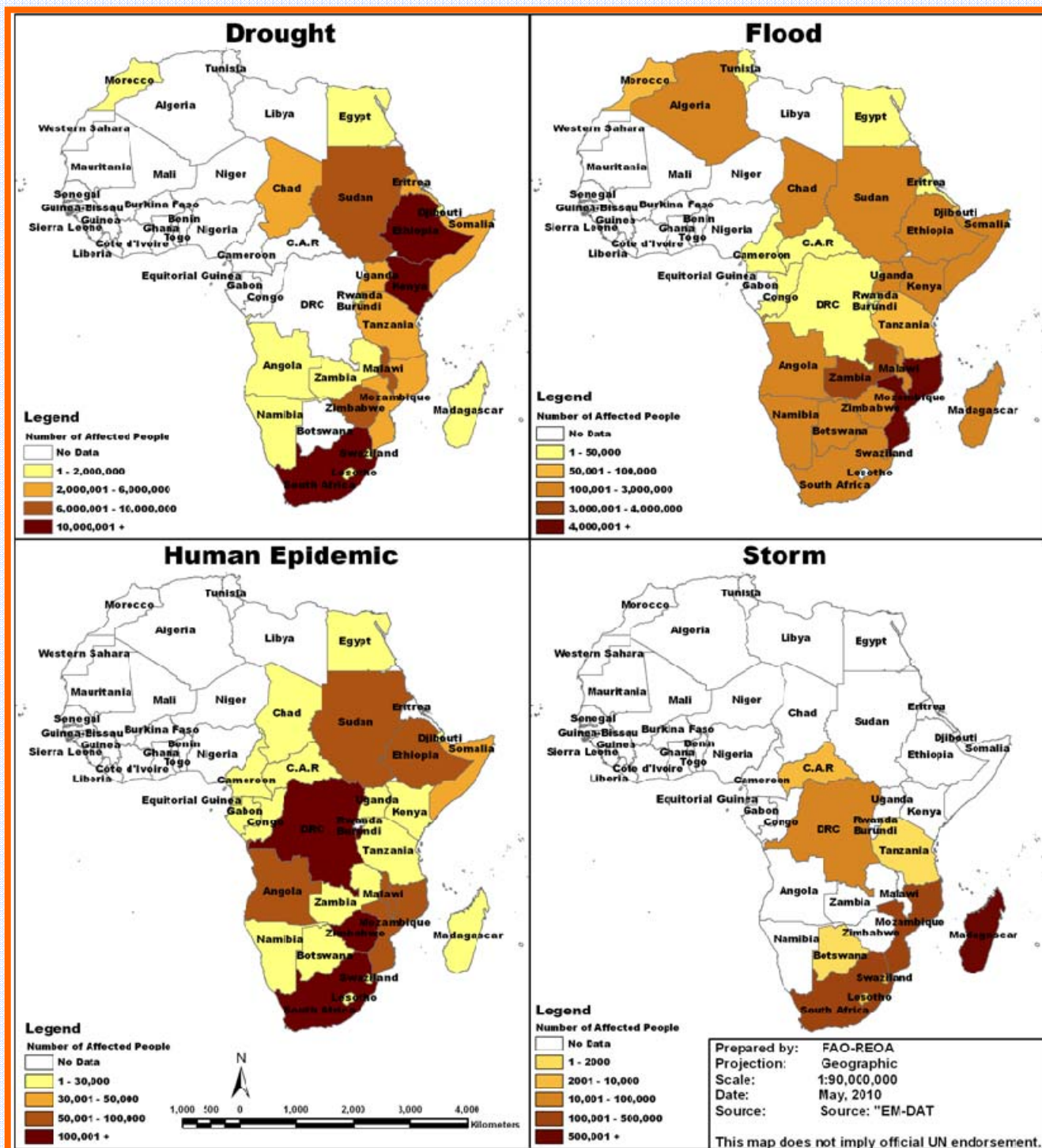
2. Disaster Risk Management in the region

FAO has been supporting DRM at global, regional and national levels in response to natural disasters and protracted crises for many years. These programmes have encompassed prevention, mitigation and preparedness, emergency response and rehabilitation, transition and linkages from emergency to development, all key elements of DRM. FAO has built partnerships with global DRM initiatives that are relevant to Eastern and Central Africa and has also developed programmes that are unique to the region. The regional programme responsibilities included coordination and technical supervision of disaster preparedness programmes; promotion, prevention and control of transboundary animal diseases (for example Peste des Petits Ruminants, Rift Valley Fever and Avian Influenza) and plant diseases (cassava mosaic and brown streak); and mitigation of HIV/AIDS and gender inequalities through improved food security systems, assistance to refugees, displaced populations and victims of conflict, as well as policy and institutional capacity development.

A number of major national and regional risk reduction mechanisms are in place in ECA, and FAO has collaborated with many of the countries on their implementation. For example, the secretariat of the New Partnership for Africa's Development (NEPAD) has developed the African Regional Strategy for Disaster Risk Reduction (DRR) and the Programme of Action for the Implementation of the Africa Strategy (2005-2010) in close collaboration with the International Strategy for Disaster Reduction (ISDR). The second Africa Ministerial conference on disaster risk reduction held in April 2010 extended the Programme of Action for the Implementation of the Africa Strategy to 2015 (in line with Hyogo framework of Action [HFA]) and recommended that the African Union (AU) embrace agriculture and food security as a priority sector in the achievement of DRR in Africa.

Seeking to give primacy to investments in the areas of agriculture, the Comprehensive Africa Agriculture Development Programme (CAADP) represents a coordinated effort by African governments under the AU/NEPAD to increase agricultural growth and eradicate poverty and hunger. CAADP has at its core the following four pillars for improving Africa's agriculture: Pillar 1: Extending the area under **sustainable land management** and reliable water control systems; Pillar 2: **Improving rural infrastructure** and trade-related capacities for market accesses; Pillar 3: Increasing **food supply**, reduce hunger and improve responses to food emergency crises; and Pillar 4: Improving **agricultural research**, technology dissemination and adoption.

The DRM initiatives in the region are especially build on the third pillar of CAADP, which focuses on the chronically food insecure farmers and on populations vulnerable to and affected by various crises and emergencies. In addition, there are three clusters of critical issues that intersect with those in the four CAADP pillars, which need to be addressed as part of the implementation of the agenda. These are: **capacity strengthening** for agriculture and agribusiness; academic and professional **training**; and **information** for agricultural strategy formulation and implementation ****.

The AU is responsible for providing support for disaster response under the Special Emergency Assistance Fund (SEAF) and the Programme of Action for the Implementation of the Africa Regional Strategy for DRR (2006-2015).

- At the sub-regional level, the Inter-Governmental Authority on Development (IGAD) and the Economic Community of Central Africa States (ECCAS) have developed sub-regional strategies for DRR.
- At the national level, disaster management offices have been established, legislation is in place, a number of policy statements have been issued both in disaster and non-disaster periods and political commitment to DRR has gradually increased. This momentum needs to be supported by concerted international efforts to provide the necessary skills and knowledge required for addressing risk reduction, particularly for countries in the region in which large numbers of people depend upon agriculture for food security and livelihoods.

FAO recognizes the need for a more holistic DRM approach that integrates risk reduction (pre-disaster preparedness, prevention and mitigation) with emergency response and post-disaster transition strategies, while working in close collaboration with various partners and stakeholders on regional initiatives. Deeper understanding of the complex nature of often simultaneous and protracted crises affecting ECA is essential, and better coordinated action should be sought. As the impact of climate variability and change adds to the challenges faced by the region, thereby increasing disaster risks for poor and vulnerable populations, FAO will need to focus on DRR and DRM as effective and coherent ways to reduce vulnerability and strengthen resilience, particularly to natural hazards. For DRM programmes to be successful, regional bodies, as well as national governments, non-governmental organizations (NGOs) and international assistance agencies ought to place greater emphasis on local community-based risk reduction initiatives and ownership of DRM practices.

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3. FAO Strategic Framework

3.1 Rationale for FAO Approach to DRM in food and agriculture

Livelihoods are often destroyed, resulting in destitution, displacement and dependency on humanitarian aid. Food and agriculture can play a key role in increasing community resilience to likely threats, mitigating the impact of crisis and helping vulnerable people adapt to new situations.

FAO is focused on interventions that save lives and livelihoods in a way that integrates short-, medium- and long-term projects and programmes.

Within the United Nations (UN) system, the mandate of FAO is to promote food security worldwide. FAO's vision is "a world free of hunger and malnutrition, where food and agriculture contribute to improving the living of all, especially the poorest, in an economically, socially and environmentally sustainable manner".

FAO has a comparative advantage in making significant contributions toward risk reduction and management in the region, for three primary reasons:

1. *FAO plays a decisive role in DRR and DRM in agriculture (including forestry, fisheries, natural resource management and livestock production), as its expertise includes policy formulation, institutional strengthening, early warning systems (EWS), good agricultural practices and conservation agriculture.*

2. *FAO technical and operational expertise integrates emergency, rehabilitation and development concepts and provides a solid basis to ensure effective transition from emergency operations to rehabilitation to development over the longer term, while embedding longer term perspectives from the onset of the emergency response.*

3. *FAO has the technical and operational capacity to contribute to the integration of DRR and DRM into national agricultural and food security policies and strategies through its field offices, while working in close collaboration with ministries, the UN country teams, NGOs and civil society organizations*

Figure 3: Disaster Risk Management Framework

The FAO integrated DRM approach encompasses the different phases of the DRM framework, pre- and post-disaster*****.
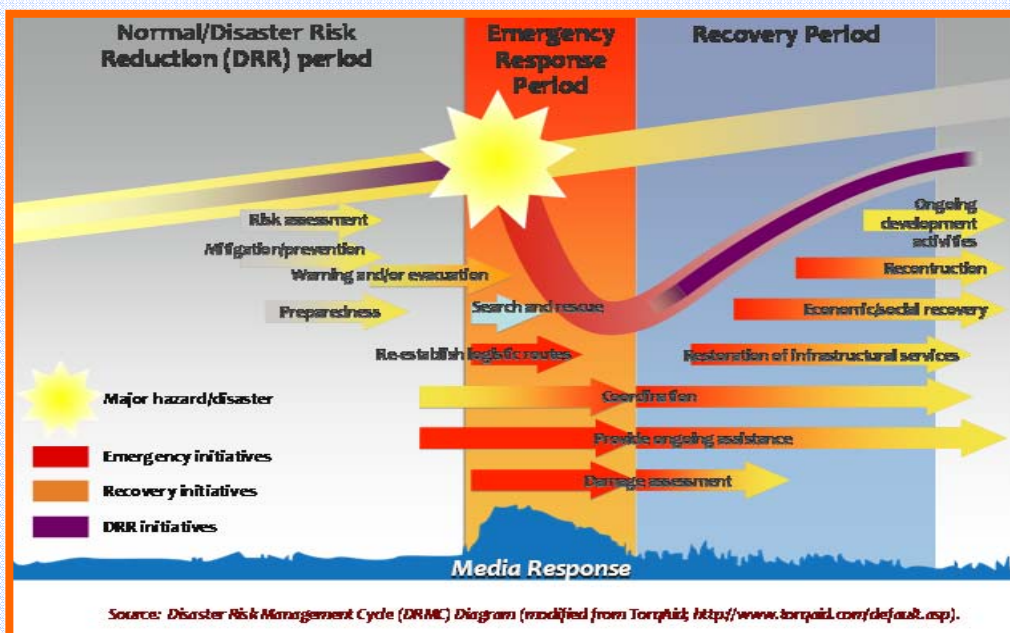
***** See FAO. 2008. *Disaster Risk Management Systems Analysis: A Guide Book.* This Guide provides a set of tools to assess existing structures and capacities of national, district and local institutions with responsibilities for DRM in order to improve the effectiveness of DRM systems and the integration of DRM concerns into development planning, with particular reference to disaster-prone areas and vulnerable sectors and population groups.

3.2 Overarching FAO Strategic Framework

3.2.1   New FAO Corporate Strategy

The Regional DRM Framework for Eastern and Central Africa is based on the new global FAO Corporate Strategy.

The FAO Corporate Strategy comprises 11 Strategic Objectives, and the FAO Emergency and Rehabilitation Division (TCE) is responsible for the implementation of the *Strategic Objective I (SO I): improving preparedness and response to food and agricultural threats and emergencies*. SO I represents a milestone for FAO, as it is the first time that member countries have specifically acknowledged emergency response and rehabilitation as part of the FAO Corporate Strategy.

3.2.2   TCE New Operational Strategy

In line with FAO's new Corporate Strategy, TCE has developed its own Operational Strategy, which provides the vision and scope for change over the next four years (from 2010 to 2013) with particular focus on SO I. The Strategy builds on the results and progress achieved by the Division and guides the longer-term strategic and programmatic work, setting the main objectives (with two-year milestones and four-year targets) for implementation as well as the daily implementation activities of the TCE personnel in all locations. In doing so, it seeks to ensure that FAO helps millions of people affected by natural and people-induced disasters to rebuild their food security and restart their livelihoods after disaster.

The underlying intent of SO I is to expand FAO's response in a longer and more detailed cycle that focuses on people's livelihood and resilience strategies and on their institutions' capacity to prevent, protect and restore livelihoods in food and agriculture. FAO's future work and programme development in DRM will involve:

- strengthening people's and institutions' capacity to engage in DRR policies and activities;
- strengthening prevention and mitigation strategies;
- improving analytical frameworks to support early warning;
- preparing adequate response options analysis based on broad livelihoods assessments;
- delivering adequate, timely and non-harmful short-term responses for asset replacement with appropriate targeting when needed;
- embedding longer-term livelihoods rehabilitation and development strategies within short-term humanitarian response; and
- addressing and mainstreaming cross-cutting issues.

3.2.3   Regional DRM Strategic Framework

The formalization of a DRM approach for the implementation of FAO's SO I will guide FAO in the planning, programming and delivery of its activities over the next ten years. The main feature of the DRM approach is that it is organized in pillars, which distinguish temporally and conceptually the different phases of the DRM cycle: pre-disaster, response and post-disaster. The purpose of the Regional DRM Strategy for ECA is to provide a framework and tools for country offices in order to establish the following:

- a **coherent** approach for all FAO country offices in the region;
- a **programmatic** approach as opposed to a project approach;
- a **holistic** approach to issues;
- that many of the issues that are **common** and cross-border are addressed; and
- that the country Plans of Action (PoAs) are **aligned** with FAO's Strategic Objective I (SOI).

The overall objective of the Regional DRM Programme Framework is to lessen the adverse impacts of hazards, to reduce vulnerability and to strengthen community resilience, in an effort to help the countries in the region to become food secure and to enable them to focus on developing sustainable food and agriculture systems.

In line with this objective, the Regional DRM programme follows the three outcomes of SO I, referred to as Organizational Results (OR).

These ORs focus on the expected medium-term results aimed at improving preparedness and response to food and agricultural threats and emergencies:

OR 1	Countries' vulnerability to crisis, threats and emergencies is reduced through better preparedness and integration of risk prevention and mitigation into policies, programmes and interventions.
OR 2	Countries and partners respond more effectively to crises and emergencies with food and agriculture related interventions.
OR3	Countries and partners have improved transition and linkages between emergency, rehabilitation and development.

The Regional DRM Programme for 2010 – 2013 will be implemented through the newly elaborated **FAO Results-Based Strategic Framework** (see section 4 on Executive Arrangements).

3.3 Programme Priorities

Three main programme priorities for 2010-2013 include (see figure4):

Priority 1	To enhance and promote risk reduction concepts and practices in programming
Priority 2	To increase the timeliness and quality of emergency response to disasters, crises and threats
Priority 3	To integrate transition concepts and linkages related to transforming risks into programming

The **Results-Based Strategic Framework** outlines the outputs which FAO will deliver in Eastern and Central Africa over the next four years in line with HFA, the Africa Strategy for Disaster Risk Reduction, other related initiatives in East and Central Africa and FAO national-level PoAs.

Approach:

The Regional DRM Programme Framework will support and implement DRR and DRM efforts in coordination with governments, regional economic commissions (RECs), AU, UN-system (especially the Rome-based agencies), NGOs and other stakeholders in the region.

The regional DRM programming approach will help to enhance programme coherence, enable effective and efficient resource utilization and leverage technical assistance in a holistic and complementary way, nationally and across borders. This approach will also ensure that gender perspectives are integrated into all disaster risk management policies, plans and decision-making processes.

Timeframe: The proposed Regional DRM Programme Framework covers a medium-term period of four years (from 2010 to 2013) in line with the new FAO Strategic Framework.

Adapted from the FAO Disaster Risk Management Framework

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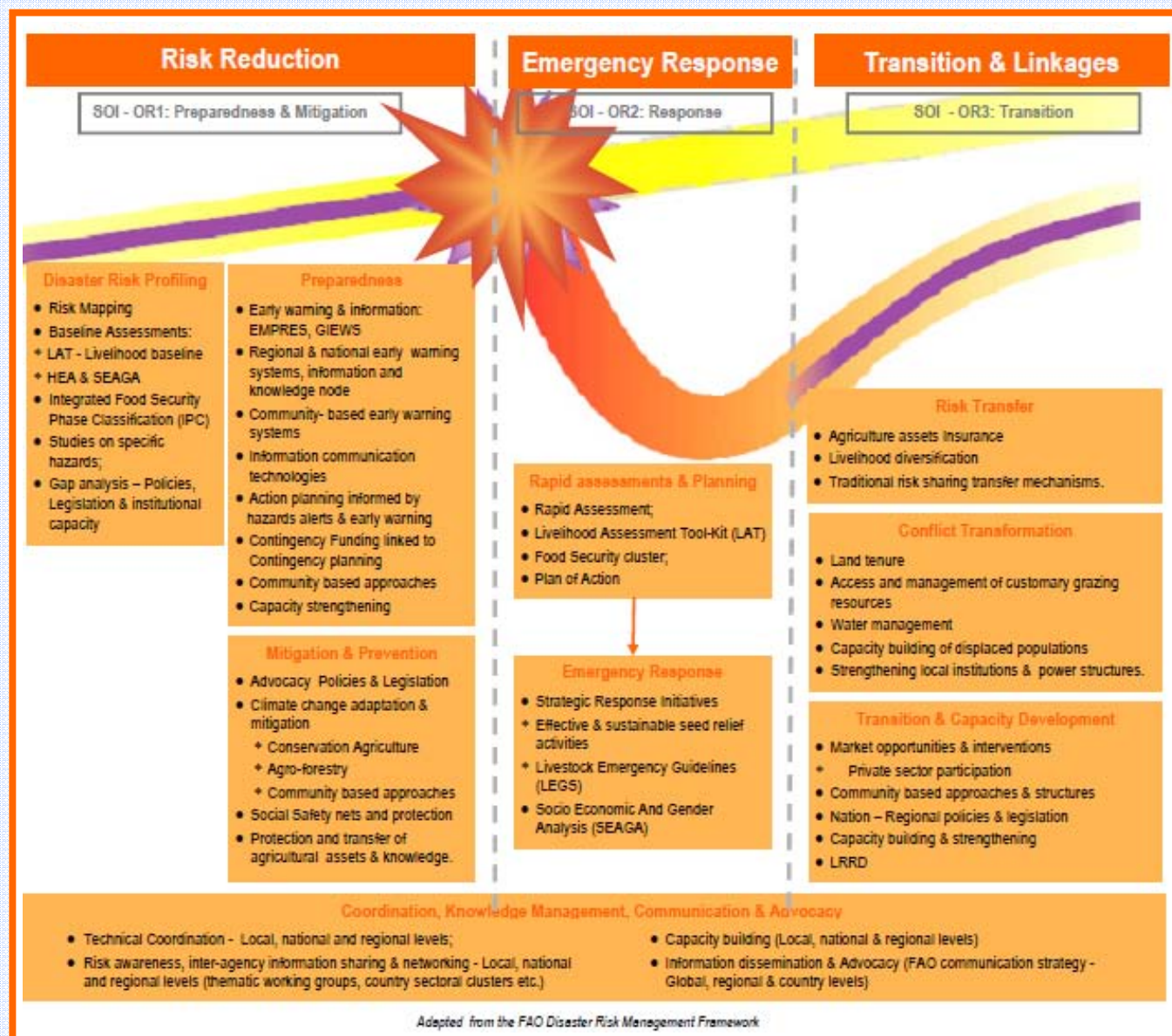
Programme Priorities

2010 -2013

PROGRAMME PRIORITY 1
Enhance and Promote Risk Reduction Concepts and Practices in Programming

Disaster risks exist when populations are exposed to natural or people-induced hazards but lack adequate means and capacity to protect themselves from potential negative impacts *(vulnerability)* should these risks eventuate. Only populations which are *resilient* have the ability to continue to function in their environments when exposed to the hazards.

The FAO Regional DRM Framework is proactive in anticipating risks and preparing for them accordingly in programming. For agriculture, risk identification is essential for the development of appropriate strategies for risk reduction, which entail analysis of the causal factors of vulnerability, the quantification of risks through profiling the hazards to which populations may be exposed, the capacities and vulnerabilities of communities and risk exposure patterns in order to evaluate potential damages and losses. The main goal of risk identification is early awareness and detection of possible crises in order to be better prepared. For instance, if a community lives in low lands prone to flooding, they do not only risk losing their lives and property, but they are also exposed to a number of diseases which should be identified as risks.

Once risks are identified, the communities should be made aware of the consequences and the options available through appropriate prevention and mitigation initiatives. DRR is the practice of reducing disaster risks that builds on the need to understand vulnerability and to promote resilience through actions aimed at physical environment and human processes, primarily socio-economic systems.

Output 1.1   Disaster Risk profiling completed, validated and disseminated for countries in the region by 2013

Disaster risk profiling entails hazard, risk and vulnerability assessments. A realistic assessment of a hazard includes an analysis of its probability and intensity. Damage scenarios and measures for rapid recovery need to be explored with developed guidelines for action. Livelihood baseline information should be seen as an   essential part of national disaster preparedness.

This will entail collection of information at district level or based on livelihood zones, outlining the number of people (gender differentiated data), risks they are exposed to and previous effects/impact of these risks. This information will be collated with existing data, e.g. poverty levels, AIDS prevalence gender-related data and any other information that will bring out underlying factors that exacerbate effects of risks to become disasters. With this information, communities, governments and partners will be in a position to build capacity and to put in place systems and plans that will minimize the disaster risks and impacts on poor and vulnerable communities.

Effective early warning and early response systems are critical to risk reduction. These systems provide hazard alerts that inform preparedness, mitigation and response mechanisms. The role and commitment of the government in supporting risk reduction, legislation and coordination mechanisms is essential. Communication and dissemination of early warning messages will ensure that warnings are received at national and community levels through clear protocols and procedures that are regularly tested, evaluated and maintained.

Activity 1.1.1   Mapping of vulnerable populations and areas at risk

Identify and map social groups and regions seen as most at risk from disasters. This activity is based on historical data analysis and current trends, which will assist in identifying priority areas of concern.

Activity 1.1.2   Completing baseline assessments

The *Livelihoods Assessment Tool-kit (LAT)* has been jointly developed by FAO and the International Labour Organization (ILO) in order to improve understanding of the impact of disasters on livelihoods. LAT consists of three main technical elements: a Livelihood Baseline (LB), an Initial Livelihood Impact Appraisal and a Detailed Livelihood Assessment. The first element, LB assessment (which is undertaken during the pre-disaster phase) will be applied in the region to determine risk patterns and potential impacts of a hazard in a given population and area.

Household Economy Assessment (HEA) baselines exist for the majority of livelihood zones in the areas of concern in most   countries within the region. The use of HEA will enable FAO, the governments and partners to predict communities' vulnerability to risks that are posed by hazards, such as drought or sudden increases in food prices. HEA will also provide a framework to analyse the ways in which communities obtain food and non-food goods and services and anticipate food shortages and other emergencies. As such, HEA is a useful tool in designing programmes and in shaping policy in food and agriculture.

Socio-economic and Gender Analysis (SEAGA) aims at integrating gender and socio-economic considerations in projects, programmes and policies based on the following three guiding principles: (i) gender roles and relations are of key importance, (ii) disadvantaged people should be a priority in development initiatives and (iii) participation of local people is essential for sustainable development. SEAGA emphasizes the socio-cultural, economic, demographic, political, institutional and environmental factors that affect the outcome of emergency response, rehabilitation and development initiatives and the respective linkages from a gender perspective. Furthermore, SEAGA examines the linkages at three levels: macro (programmes and policies); intermediate (institutions); and field (communities, households and individuals). Gender-differentiated information sources are taken into consideration during SEAGA baseline assessments, focusing on household composition, labour availability, understanding vulnerability, coping mechanisms, productive capacity and capabilities.

In collaboration with partners, FAO developed the *Integrated Food Security Phase Classification (IPC)* as a standardized tool, based on quantitative and qualitative evidence, for classifying food security situations at the national and sub-national levels and allowing a regional comparability analysis. The IPC ensures that the classification and analysis are transparent and based on documented evidence. Through the IPC, the food security situation of countries in the region is assessed by taking into account the hazards faced by the population and their vulnerabilities. The IPC is referenced against current and expected outcomes, with each phase linked to a comprehensive set of Key Reference Outcomes on human welfare and livelihoods, which guide the classification. The IPC reference table also includes key information required for effective early warning of potential further deterioration in food security.

Output 1.2: Communities are better prepared and community resilience strengthened

Priority 5 of the HFA focuses on the need to strengthen disaster preparedness for effective response at all levels. Implementing Priority 5 requires a common understanding of what constitutes an effective disaster preparedness system - including an understanding of disaster risk factors.

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The HFA specifically underlines the following key activities that should be undertaken in order to strengthen disaster preparedness at all levels. These are:	• To promote and support dialogue, exchange of information and coordination among early warning, disaster risk reduction, disaster response, development and other relevant agencies and institutions at all levels with the aim of fostering a holistic approach towards disaster risk reduction;
	• To strengthen, and when necessary, develop coordinated regional approaches and create or upgrade regional policies, operational mechanisms, plans and communication systems to prepare for and ensure rapid and effective disaster response in situations that exceed national coping capacities;
	• To promote the establishment of emergency funds, where and as appropriate, to support response, recovery and preparedness measures;
	• To develop specific mechanisms to engage the active participation and ownership of relevant stakeholders, including communities, in disaster risk reduction, in particular building on the spirit of volunteerism;
	• To strengthen policy, technical and institutional capacities in regional, national and local disaster management, including those related to technology, training and human and material resources; and
	• To integrate the gender perspective into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management and education and training.

Activity 1.2.1   National and Regional early warning systems (EWS), information and knowledge tools

There are many early warning systems (EWS) and monitoring tools that have been developed for specific purposes at different scales with the aim of DRR. Some of the more recognized systems and tools include:

- FAO's *Global Information and Early Warning System* (GIEWS), which monitors the food supply and demand situation providing recent information on crop prospects and the food security situation at global, regional and country basis.
- GIEWS Workstation, a web-based information system that manages and disseminates geographic and statistical data on food security that is maintained by national institutions.
- Crop and Food Supply Assessment Missions (CFSAM), which are rapid assessments conducted by FAO and the World Food Programme (WFP) at the request of national governments to collect data and information to analyse the food supply situation and estimate food deficits. Countries in the region, in collaboration with governments and partners, undertake a number of assessments at household and district level, e.g. short and long rains in Kenya and Système d'Alerte Précoce/ Surveillance de la Sécurité Alimentaire (SAP/SSA) in Burundi. The findings of these assessments are fed into the IPC mapping and information systems, thereby effectively informing preparedness, prevention and response initiatives as relevant.
- FAO's Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases (EMPRES) aims to minimize the risk of the most serious transboundary animal diseases and migratory plant diseases through early warning and reaction, research and monitoring and coordination. The Global Animal Disease Information System (EMPRES-i) is a website that disseminates animal disease outbreak data for early warning and risk analysis. Recently, EMPRES Food Safety has been incorporated to prevent and control food safety risks and to complement the existing EMPRES programmes using the food chain approach for emergencies.
- IPC provides an element of early warning with a projection of six months, indicating whether a situation will improve or deteriorate.
- The Famine Early Warning Systems Network (FEWS NET) provides early warning and vulnerability information on emerging and evolving food security issues through various levels of partners.
- Community based EWS, which involve the local communities in identifying key indicators and developing scientific monitoring (using the latest communication technologies) to ensure that the grass-root EWS inform food security analysis and action at all levels (community, district, national and regional).

Such an accumulation of data, information and knowledge necessitates proper management, updating, access and sharing between food security and nutrition partners. In view of this, FAO's sub-regional office for Eastern and Central Africa is developing a mechanism to streamline, harmonize, validate and share data, knowledge and tools to support preparedness, mitigation and response capacities. Calibration and triangulation of data and information from official to non-official sources, from governments, NGOs and scientific research organizations and from global, regional, national and local scales is required.

Activity 1.2.2   Information and Communication Technologies

The development of information technologies can strengthen and enhance early warning, monitoring, surveillance and response systems. Traditional methods for collecting, capturing and processing data do not provide information in a timely manner for effective decision-making and response. In this case, technologies, such as the digital pen technology (DPT) and mobile communications, can provide solutions in the context of Africa; for analogue data can be rapidly transformed to digital data, allowing analytical and response systems to function efficiently and provide feedback mechanisms to communities, district, national, regional and global level. The aim of this initiative is to promote, coordinate and implement information technologies that are sustainable both technically and financially by governments and other stakeholders and that are up-scalable to provide optimum benefits. FAO is the leading agency in the promotion and roll-out of the DPT and mobile communications.

Activity 1.2.3   Contingency planning and funding

Preparedness, including awareness of and education on the appropriate use of weather, water and climate-related EW information, is focused on the development of local and national contingency and/or emergency response plans for the most likely/common hazards with clear indication of actions, roles and responsibilities, which are regularly updated.

Activity 1.2.4   Action planning

- Action planning is based on hazard alerts and EW to include the following:
- regular food security and agricultural cluster meetings (monthly or bi-monthly according to need) to review and update the risk situation and formulate appropriate responses (response analysis); and
- decision tools created for different type of hazards, which will analyse the different stages of the crisis cycle and select the appropriate activities needed to be implemented.

Activity 1.2.5   Community Based Approaches

Community based organizations can be a platform where EW information is discussed. The communities will understand the consequence of the alerts and take communal decisions to mitigate the impact of the shock (e.g. through Pastoral Field Schools (PFS) or Farmer Field Schools (FFS) and other community based mechanisms).

Activity 1.2.6   Capacity Strengthening

Policy, legislation and technical and institutional capacity of governments, institutions and regional bodies will be strengthened. Emerging from the needs assessments, specific capacity building exercises will be carried out by the technical service staff. Community based activities, such as FFS and PFS, will promote empowerment and ownership of learning for all involved, critical to the adoption of new approaches.

Output 1.3   Disaster Risk Prevention and Mitigation measures implemented

Historically, disasters have been categorized into two distinct types, those that are naturally occurring and those that are "people-induced". Typically "people-induced" disasters are associated with conflicts and governance, while natural disasters, as the name itself suggests, are generally attributed to geological disturbances and extreme weather conditions. However, this distinction becomes increasingly opaque in light of the problems now being attributed to climate change and increasing population densities in marginal and/or hazardous locations. The Greater Horn and Central Africa are regions where the distinction between "people-induced" and "naturally occurring" disasters is becoming blurred increasingly.

One of the principle aims of humanitarian and development interventions is to first try to prevent a disaster from occurring, and if not possible, to mitigate its impacts should it occur.

Activity 1.3.1   Advocacy, policies and *legislation*

Many disasters can be prevented and certainly mitigated through sound advocacy and policies. This can be done at different levels:

- to the national governments on setting up of disaster management policies and offices in order to prepare and deal with any disasters, given that the primary responsibility for dealing with a disaster will always lie with the national government;
- to donor countries to ensure policies and funding for a country are "disaster risk management" friendly; and
- at the community level to ensure disaster preparedness and use of sustainable and best practices for crop and livestock production and fisheries.

Activity 1.3.2   Linkages between DRR and climate change *adaptation*

Climate change is certainly one of the greatest challenges facing the region. Firstly, climate change and its impacts are only partially linked to the events in the region, and, therefore, prevention requires not only a regional but also a global commitment and response. Secondly, it is difficult to directly attribute the impacts to climate change owing to a rapid increase in populations living in marginal areas. These marginal areas, in turn, are rapidly eroding due to deforestation, soil erosion, and unsustainable use of the natural resources. A number of strategies have been identified and will be used to mitigate the possible impacts of climate change:

- promotion, application and significant up-scaling of "conservation agriculture", in particular the soil conservation and stabilization and water harvesting techniques;
- promotion and application of agro-forestry practices, in particular the use of species, such as apple-ring acacia (*Faiderbia albida*) and the use of live fencing;
- sustainable charcoal production through controlled commercialization and "harvesting" of trees;
- policy and advocacy on unsustainable use and over use of natural resources (forestry practices and deforestation, other land and water use);
- awareness through community based structures such as FFS, PFS and Junior and Adult Farmer Field Life Schools.

Activity 1.3.3   Social Safety Nets and *Protection*

Under conditions of rapid population growth, AIDS pandemic, gender inequities, political conflict, high competition for scarce resources and government policies that may not be pro-poor, development can often lead to a breakdown of prevailing traditional community safety nets. Many populations, both rural and urban, that are already living under considerable and severe stress, are often unable to obtain the necessary support from their communities, as was the case in the past. Consequently measures, such as social safety nets and protection, need to be put in place. This can be done through the following mechanisms:

- social transfers: (i) cash transfers prior to planting, enabling poor households to access essential agricultural inputs and also improving the resilience of the community at large; (ii) other social transfers, such as the use of vouchers for essential agricultural inputs and commodities.

- micro-credit and Internal Savings and Lending Schemes (ISALs);

- community based banking; and

- formation of community based organizations.

Output 2.1 Assessment of effects of disaster and response planning improved

The primary objective of humanitarian response is to reach the highest percentage of the affected population, with the most appropriate assistance, in the shortest period of time and in a cost-effective manner. Disasters, such as hurricanes, floods, earthquakes, civil conflicts and war, leave rural populations as their most vulnerable survivors.

As most of the affected rural communities are dependent on agriculture for food security and livelihoods, FAO **has the mandate to implement urgent interventions in order to prevent any further loss of life and/or assets.** Over the years, FAO has been involved in emergency operations and developed (alone or with partners) a number of strategic tools in support of relief and rehabilitation efforts.

Activity 2.1.1   Agriculture cluster (towards a food security cluster)

The cluster approach consists of grouping UN agencies, NGOs and other international organizations around a sector or service provided during a disaster/crisis. Rarely are responses to disasters the same; the agricultural/food security cluster, therefore, presents an ideal forum for planning and coordination of any food security emergency responses, stakeholder analysis and consensus. FAO is leading the lately added agriculture cluster in many countries of Eastern and Central Africa. Discussions at global and field level around the creation of a food security cluster co-led by FAO and WFP have also been initiated in an attempt to link more systematically food aid to food security.

Activity 2.1.2   Rapid Assessments

Two main FAO developed assessment tools are used to assess the impact of disasters:

- **Livelihood Assessment Tool-Kit (LAT)**

  Assessing the impact of disasters on the livelihoods of people and the capacity for recovery and increased resilience to future events is an important part of the response to disasters. Current assessment systems are often weak, uncoordinated and are not strongly linked to livelihood recovery interventions. To address this, FAO has developed a Livelihood Assessment Tool-kit (LAT), which consists of three main technical elements: Livelihood Baseline Assessment (which is undertaken pre-disaster); Immediate Livelihood Impact Appraisal (undertaken immediately after the disaster); and Detailed Livelihood Assessment (undertaken up to 90 days after the disaster). It is the Livelihood Impact Appraisal and the Livelihood Assessment that are used at this point.

- **Rapid Agricultural Disaster Assessment Routine (RADAR).**

  The Rapid Agricultural Disaster Assessment Routine (RADAR) tool has been developed by FAO as a practical decision-support model for rapidly and accurately assessing the geo-referenced area distribution of short- and long-term damage on agricultural systems. Using RADAR improves disaster preparedness, facilitates timely relief operations and integrates risk and hazard awareness into long-term agricultural development planning.

Output 2.2 Strategic Response enhanced

In view of the continuously changing context, especially in cases of repeated shocks and protracted crises, there is often no single, preferred strategic response.

What is more, all **the responses must be well-coordinated** with other sectoral responses to ensure maximum impact.

Activity 2.2.1   Strategic Response Initiatives (SRI)

SRI 1 – Effective and sustainable input relief activities

Seed security is defined as ready access by farming communities to adequate quantities of quality seed of locally adapted crop varieties, which is of paramount importance in achieving long-term food security in Eastern and Central Africa and in maintaining sustainable livelihoods. The short-term approach that is most frequently used in post-disaster situations is the distribution of seeds, inputs and agricultural tools; this approach is referred to as the distribution of 'seeds and tools' (Longley

2002). Seed distribution can help re-establish a 'self-help' mode within communities by helping families to produce their own food and support their livelihoods. Seed distributions are also often perceived to be a more effective long-term activity than short-term food aid (Bryce 2001). Furthermore, when rural livelihood systems have been damaged, it is possible to distribute seeds and tools immediately and efficiently, thus enabling the benefits of a catch-crop in the first available season (*O'Keef and Kirby 1997; ODI 1996; Long 2000*)[******]. However, the complexity of seed systems and the diverse contexts in which emergencies unfold require a range of responses[******] from "direct distribution of inputs" to "seed fairs with vouchers or cash" with the application in all cases of seed quality standards for emergency procurement (based on FAO quality declared seed).

Furthermore, at least eighteen essential elements are required by plants for proper growth. Although each has different functions in plants and is required in differing amounts, a deficiency of any one can limit plant growth[*******]. Therefore, the distribution of fertilizers can be coupled with seed distribution in specific contexts where farmers have experience in using fertilizers but cannot access them owing to the limited availability or high cost.

SRI 2 – Livestock Emergency Guidelines and Standards (LEGS)

Climatic trends are causing more frequent and varied humanitarian crises, particularly affecting communities that rely heavily on livestock production as their main source of livelihood. The Livestock Emergency Guidelines and Standards (LEGS) have been developed internationally for the design, implementation and assessment of livestock interventions to assist people affected by humanitarian crises.

[******]   See **Caroline Eberdt.** 2003. Questioning Seeds and Tools: Emerging Strategies in Post-Disaster Seed Relief and Rehabilitation. *The Journal of Humanitarian* Assistance (also available at www.jha.ac).
[*******]   See **FAO.** Towards effective and sustainable seed relief activities. Report of the Workshop on Effective and Sustainable Seed Relief Activities Rome, 26-28 May 2003.
[********] See **Rosen, C.J., Horgan, B.P. & Mugaas, R.J.** 2009. Fertilizing Lawns. University of Minnesota, March 2009.

PROGRAMME PRIORITY 3
Integrate Transition Concepts and Linkages related to transforming Risks into Programming

Risk transformation embraces both the concept of transferring risk and minimizing a potential risk. A possible approach to risk transformation involves the use of early warning and early response initiatives. The role of the private sector in sustaining markets is very critical, as the markets provide opportunities to access and dispose input/outputs and services. The concept of conflict transformation extends beyond cease fires; it implies a wider concept that embraces reconciliation and focuses on underlying issues sustaining conflicts, creation of constructive change processes and increasing justice in relationships and social structures.

Output 3.1   Risk transfers options and systems improved and adopted

Risk sharing and transfer through insurance, compensation and calamity funds, microcredit, cash transfers and livelihood diversification are important for communities to be resilient in the long term. This will allow them to build their asset base that will enable them to be better prepared to face the next hazard. A number of market based and weather risk management options exist in the region.

Activity 3.1.1   Agriculture asset insurance

This involves working with the private sector and supporting existing initiatives in developing products to protect the communities against hazards that result in loss of assets and livelihood, e.g. index-based insurance, which allows communities to hedge against agricultural production risks, such as droughts or floods.

Activity 3.1.3   Livelihood diversification

This enables the communities to share the burdens of the risks and safeguard their assets against hazards that occur frequently in their areas. FAO will work with national governments to identify opportunities for such diversification and mobilize actors to intervene according to their capacity. More specifically, FAO will provide technical support and capacity building initiatives to encourage the governments and communities to avail themselves of such options.

Activity 3.1.3   Traditional risk sharing and transfer mechanisms

There exists a number of viable traditional risk sharing and transfer mechanisms that should be encouraged in the region, e.g. splitting of livestock herds, promotion of drought tolerant animal species, planting crop varieties that are drought tolerant and migration to other areas. FAO will also work with other UN agencies, NGOs and regional institutions in advocacy efforts at regional and national levels to facilitate migration of people and livestock, especially among pastoralist populations.

Output 3.2   Conflict transformation and peace building promoted

The goal of peace building is to prevent and manage armed conflict and sustain peace after large-scale organized violence has ended. Peace building is a multi-dimensional effort and should ideally create conducive conditions for economic reconstruction and development.

As conflict restricts or prevents access to one or more livelihood assets, it is a major threat to agriculture and food security. When conflict occurs, people are forced to change their livelihood strategies, which may not be effective depending on many external factors. Furthermore, livelihood failure can contribute to the emergence of a new conflict by weakening the social fabric of a community.

The main focus of conflict transformation and peace building efforts will be on land tenure and property rights, access and management of customary grazing land, water resource management, capacity building of displaced populations and strengthening local institution and power structures. Special attention will be given to very small landholders (less then 0.3 – 0.2 ha farm) and a growing number of landless farmers in ECA. FAO will concentrate on building their efforts to protect and strengthen their livelihoods.

Reconciliation and peace building efforts are more likely to succeed if built on a platform of shared interest and pragmatic cooperation and at the right time - when people are ready to work together.

Activity 3.2.1   Focus group discussions at local level to determine the different forms of trust and cooperation broken due to conflict

This activity will entail FAO working with partners, relevant legitimate community structures and communities to draw interest groups together in a bid to foster trust and cooperation. Common activities as undertaken by the FFS and the PFS will be used to engage communities and to draw their attention and interest to harmonious utilization of resources.

Activity 3.2.2   Profiling of agricultural entrepreneurs willing and able to work with conflicting communities, giving particular attention to women

Establishing trade relationships and promoting exchange of goods and services between communities is an important avenue for conflict management. The role of entrepreneurs and women is, therefore, critical in bringing about the required exchange. FAO will work with governments, partners and community structures in identifying and profiling entrepreneurs and women to foster exchanges and to facilitate relationship building between communities.

Activity 3.2.3   Workshops to promote shared livelihood development with the aim to rebuild inter-ethnic trust and cooperation

In an effort to bring conflicting communities together, problem-based dialogue will be explored to identify a common development agenda and to draw action plans. Women from conflicting communities will be useful mediators in enhancing dialogue and cooperation, while pursuing common projects and agenda. FAO will liaise with governments to facilitate such fora and to support action plans that are relevant to enhancing disaster risk management in agriculture. FAO will also lobby for partnerships with organizations involved in peace building that are outside of its mandate.

Activity 3.2.4   Community livelihood based training/demonstration for different villages and ethnic groups

Conflicting communities will be supported in undertaking trainings and interventions that will enhance livelihood productivity. This interaction and exchange based on common interests is meant to break barriers and increase communication between villages and ethnic groups bringing about objectivity and cooperation rather than bias and tensions. FAO will provide the support to national governments and partners for the implementation of trainings and demonstrations.

Output 3.3   Transition initiatives and capacity development enhanced and promoted

> Transition initiatives and capacity development are often required for a community to achieve a relatively high   degree of stability following the advent of a shock or disaster and to revitalize its existing mechanisms or stimulate new initiatives.

Activity 3.3.1   Market opportunities and interventions

Markets are important in risk transformation, as they provide opportunities for making the best of a possibly risky situation. Markets not only offer the option of selling agricultural produce (crops and livestock products), but they also enable populations which do not have these products to access them during times of scarcity.

It is important to identify and promote opportunities at community and institutional levels. Monitoring cross-border regional trade flows is also critical in Eastern and Central Africa, as the countries share common markets with nomadic pastoralist communities across the region.

The following aspects should be considered in relation to markets:

- livelihood analysis based on living conditions of the host community to determine benchmarks for defining measuring self-sufficiency and integration;
- community based assistance customized for both displaced and host communities;
- monitoring and analysis of regional market situation and trade flows;
- market interventions (diversification, access, linkages); and
- creating, strengthening and empowering trader groups at community level

Efficient monitoring and analysis of market situations and national-regional trade flows are crucial in identifying risk transformation opportunities. There are a number of possible initiatives to improve market access, diversification and rural - urban linkages and to provide opportunities for risk transformation:

- Timely dissemination of information on market opportunities to key actors, at community and institutional levels, is equally important in order to react promptly.
- Groups (youth, women, traders, etc.) can be one of the main engines for transforming risks into opportunities, therefore, creating, strengthening and empowering of these groups is essential.

From a regional prospective, it is also important to monitor cross-border trade flows and to advocate for adoption of policies-legislation in order to highlight opportunities for risk transformation.

- *Private-public sector partnerships:* the private sector, being a key driver of markets, will be encouraged to optimize opportunities for producing agricultural inputs and serving as an example of partnership in trade fairs for seeds and livestock and other inputs.
- *Rural-urban linkages*: The links between rural and urban communities in terms of food production are manifold and two-sided (e.g. rural production sold in urban markets; agricultural inputs used in rural areas produced in urban areas, etc.). The balance between demand and production is key for the needs of both populations to be met. FAO will collaborate closely with national governments and partners to strengthen information and facilitate the maintenance of this balance.

Activity 3.3.2 Community based approaches and structures

Community groups (traders, women's groups, etc.) are a useful team to work with in market creation or market revamping, especially at local level. This is because they mobilize their resources and take advantage of leverage to trade in larger volumes. The communities will benefit by getting fair prices avoiding exploitation.

Activity 3.3.3 National-regional policies and legislation

Policies and legislation at country and regional levels may restrict or encourage trade, as well as opportunities for populations in the region to reduce their risk and optimize the resources at their disposal. Gap analysis will, therefore, be critical to identify the relevant areas of intervention and advocacy.

Activity 3.3.4 Capacity building and strengthening

The transition phase following a crisis presents a multitude of challenges, and capacity building is required at different levels which can take different forms. Capacity building should be carried out at the institutional level of the governments and regional bodies down to the level of development partners and the communities themselves. Given the complex and ambiguous nature of cause-effect relationships, specialized interventions are often required that call for distinct approaches to tackle the challenges.

Activity 3.3.5 Livelihood Assessment Tool Kit (LAT)

The LAT assesses the impact of disaster on livelihoods and weighs opportunities, capacities and needs for recovery at household, community and local economy levels. It includes conversion of the results of assessments into response options containing strategy outline programme profiles and concrete projects.

COORDINATION, KNOWLEDGE MANAGEMENT, COMMMUNICATIONS & ADVOCACY

A key programme priority cutting across the three stages of the DRM cycle, be it risk reduction, emergency response or transition, is information exchange and dissemination. The nature and quality of the three main components of the programme are significantly dependent on the systematic collection and sharing of information with partners, donors and other stakeholders. Through coordination, knowledge management and advocacy, FAO aims not only to provide a more extensive support to already existing programmes, but also to facilitate the harmonization of activities and better collaboration between stakeholders towards a common goal: the protection and enhancement of livelihoods. The following activities are included in this objective:

Technical co-ordination is a core task of FAO. In view of the DRM framework, FAO will endeavour to consolidate, strengthen and broaden the existing coordination mechanisms in order to ensure the most effective outcome of the overall agricultural and food security assistance programmes in the region. This will include the development of specific technical tools, the **dissemination of new technologies to stakeholders** (e.g. FAO's Global Information and Early Warning System [GIEWS], GIEWS Workstation, EMPRES, IPC and community based EWS) and the capacity building of implementing partners and government ministries in using the afore-mentioned EWS and information and communication technologies.

FAO is actively engaged in **information sharing and networking at local, national and regional levels** through information sharing platforms. These include: thematic meetings (on livestock/pastoralism, IPC, markets, nutrition, dryland farming, gender, etc.) with agencies working in ECA region, emergency coordination meetings led by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), agriculture clusters (and a new food security cluster), the Regional Humanitarian Partnership Team (RHPT), the regional Inter-Agency Working Group (IAWG) on HIV and gender based violence in emergencies; as well as the meetings of the Inter-Agency Standing Committee (IASC) and agriculture and livestock coordination meetings taking place at national and regional levels. Most of these national and regional fora mentioned are principally **EWS** key to risk identification and reduction.

FAO's **communication strategy** will guide the harmonization of communication tools with the aim of improving information sharing with stakeholders and strengthening the advocacy work with governments and donors. The afore-mentioned communication tools will include publications (information packages, brochures, reports, posters, etc.) press releases, beneficiary testimonies, documentaries, websites and donor briefs and awareness campaigns among others. FAO will use a centralized knowledge management system to collect information on the national food security situation, programme progress, best practices and lessons learned at national level, which will be compiled centrally at regional level and shared with FAO Emergency and Rehabilitation Coordination Unit and the headquarters, as well as partner UN agencies, implementing partners, government ministries and donors.

EXECUTIVE ARRANGEMENTS

The Regional DRM Programme for Eastern and Central Africa has two main levels of activity: internally within FAO and externally with all involved stakeholders and partners. The fundamental key to the internal and external arrangements is the new Strategic Framework of FAO and the roll out of a results-based management approach to the new corporate strategy.

Results Based Management (RBM)

The launch of the new result based Strategic Framework is the foundation through which FAO will ensure that its products, processes and services contribute to the achievement of expected results in the short-, medium- and long-term. RBM rests on clearly defined accountability for results and requires monitoring and self-assessment of progress towards results and reporting on performance, in addition to corporate monitoring and evaluation systems.

The TCE of FAO is developing and actively implementing a strong monitoring and evaluation system to assess programmes and projects within the framework of RBM. Outputs, outcomes and impact will all be monitored based on a new corporate strategy, focused on improved preparedness and response to crises and threats in food and agriculture. For FAO, this is the new SO I.

TCE will focus on:

- producing/consolidating clear and consistent baselines for each of the different levels;

- setting clear targets for two- and four-year periods;

- setting up user-friendly and effective RBM monitoring frameworks and systems for each OR at both the global and country levels, covering management performance indicators, progress and impact indicators;

- feeding monitoring information and lessons back into the next phase of planning and programming to enhance flexibility and adaptiveness; and

- providing training/capacity building/backstopping for staff at all levels.

4.1 Internal FAO Arrangements

FAO headquarters and decentralized Offices have joint responsibility for achieving organizational results and strategic objectives. Each unit/office applies the corporate policies, quality standards, procedures, rules and regulations, be they managerial, technical, operational or of a different type.

Coordination at regional level

The functions of the FAO Sub-Regional Emergency Office for Eastern and Central Africa (REOA) include:
- backstopping the network of Emergency and Rehabilitation Coordination Units (ERCUs) in Eastern and Central Africa, by (i) defining strategic priorities for FAO emergency and rehabilitation work for crisis affected countries in the region (including support to development of country PoA); (ii) facilitating information exchange among the various countries; (iii) sharing lessons learned; and (iv) providing training on new working tools and coordination approaches;

- initiating a joint response to regional crises arising from civil conflicts, droughts, floods or transboundary plant and animal pests/diseases;

- complementing country financing through regional interventions on various thematic issues, such as agriculture (e.g. cassava, dryland farming, transboundary pests), HIV and gender inequities, livestock (e.g. Regional Drought Decision, transboundary diseases) and food security.

- mobilizing rapid response teams to countries in the region whenever necessary;

- developing new strategic planning and management tools to improve and coordinate the emergency response approach both at country and regional level;

- developing an internal and external regional communications strategy and providing support to ERCUs with the development of their own strategies and various communication tools; and

- facilitating information exchange among all partners (host governments, donors, NGOs, UN sister agencies and research institutes) and fostering a common approach to food security information monitoring and analysis.

Country Plans of Action (PoA)

In order to achieve SO I and the three Organisational Results, developing a country Plan of Action (PoA) is needed. Accurate needs assessments provided by the IPC system allow for the joint identification of priorities and the elaboration of a common strategy for the emergency response to a crisis. This entire process leads to the formulation of a PoA for the respective crisis affected countries/ regions. The PoA is a strategic planning process detailing working assumptions, a logical framework to reach objectives, progress achieved and results of the coordinated response to a food security crisis. The PoA is linked to the FAO National Medium Term Priority Framework in that programme activities build on and reinforce, wherever possible, longer-term development initiatives. It is addressed to donors and governments and promotes a balanced allocation of resources.

> **The objectives of the PoA are:**
> i. to improve the alignment of projects to ensure optimal impact on achieving the organizational goal and mission;
> ii. to improve the quality, speed, relevance and effectiveness of food security responses; and
> iii. to develop and implement effective and relevant post disaster programmes.

4.2 Coordination and collaboration with stakeholders

Integration with sectoral policy

To ensure their sustainability, the activities foreseen under the regional DRM framework will be fully aligned with country priorities and strategies. Stakeholders involved will be carefully chosen (NGOs, FAO, UN agencies, research institutes, ministries, etc.) to guarantee that bottom-up and top-down approaches meet in a synergetic and reciprocally influential manner.

FAO, both through its multi-disciplinary teams (Sub-regional Office for Eastern Africa, Sub-regional Office for Central Africa and Sub-regional Office for Southern Africa) based in Addis Ababa, Libreville and Harare respectively, its emergency and rehabilitation team based in Nairobi and its Official Representations in each of the 13 countries covered by the Regional DRM Framework for ECA, will be responsible for the overall interaction with regional and national institutions and governments. In particular:

i. Sub-regional offices will ensure coordination with the Commission of the AU, harmonization and possible integration with the Africa Regional Strategy for Disaster Risk Reduction.

ii. REOA will ensure coordination with and support to existing field initiatives, e.g. the European Community Humanitarian Aid Department- sponsored Regional Drought Decision, the United Nations International Strategy for Disaster Reduction- led implementation of the HFA, the United States Agency for International Development-led Regional Enhanced Livelihoods in Pastoral Areas, agricultural clusters and other inter-agency working groups (IPC, Food Security and Nutrition Working Group, DRR-Climate Change, Regional Humanitarian Partnership Team [RHTP], etc.) and DRM initiatives by RECs (IGAD, Common Markets for Eastern and Southern Africa [COMESA], ECCAS and EAC among others).

iii. FAO country representations will interact with national governments to assure alignment of regional programmes (national platforms/coordination structure for DRR) and to identify donor priorities and strategies.

Annexe

ANNEX I: DEFINITIONS – DRR and DRM Terminology

The UN-ISDR (International Strategy for Disaster Reduction) has published a compilation of disaster-related terms (January 2009) that provide a standard set of definitions for use in the UN system*********.

Coping capacity	The ability of people, organizations and systems, using available skills and resources, to face and manage adverse conditions, emergencies or disasters.
Disaster	A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.
Disaster risk management	The systematic process of using administrative directives, organizations and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.
Disaster risk reduction	The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment and improved preparedness for adverse events.
Hazard	A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption or environmental damage.
Mitigation	The lessening or limitation of the adverse impacts of hazards and related disasters.
Preparedness	The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to and recover from the impacts of likely, imminent or current hazard events or conditions.
Prevention	The outright avoidance of adverse impacts of hazards and related disasters.
Resilience	The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including the preservation and restoration of its essential basic structures and functions.
Risk	The combination of the probability of an event and its negative consequences.
Risk assessment	A methodology to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend.
Vulnerability	The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.

ANNEX 2: AFRICA MINISTERIAL DECLARATION ON DRR APRIL 2010

Declaration of the Second African Ministerial Conference on Disaster Risk Reduction held in Nairobi, Kenya, from 14 to 16 April 2010

We, the Ministers and Heads of Delegations responsible for Disaster Risk Reduction in Africa having met in Nairobi, Kenya on 16 April 2010 at the Second Ministerial Conference on Disaster Risk Reduction, concurrently with the First Conference of Ministers Responsible for Meteorology in Africa held from 15 – 16 April 2010 in Nairobi, Kenya.

We express our sincere condolences and solidarity with the people and communities seriously affected by disasters in all its manifestations across Africa and other parts of the world and commend the efforts made by them, their governments and the international community to respond to and overcome those tragedies.

We are convinced that disasters seriously undermine the results of development and poverty eradication and prosperity. Development efforts that fail to appropriately consider disaster risk could seriously increase vulnerability of people and their livelihoods. We therefore believe that coping with and reducing disaster risk to build resilience for sustainable development is a most critical challenge facing governments, communities and the international community. African countries, cognisant of our joint endeavours to build our disaster risk reduction efforts, believe it is our collective responsibility to support each other.

i. *Take note* of the proceedings of the Second Africa Regional Platform on Disaster Risk Reduction consultative meeting held in Nairobi from 5-7 May 2009, at which Governments, Regional Economic Communities (REC), the African Union Commission (AUC), NEPAD Planning and Coordination Agency (NPCA), and United Nations (UN) and non-UN partners, discussed and proposed a draft extended Programme of Action (2006-2015) for the implementation of the Africa Regional Strategy for Disaster Risk Reduction, in line with the Hyogo Framework for Action (HFA) 2005-2015: 'Building the Resilience of Communities and Nations to Disasters';

ii. *Endorse* the Executive Summary of the Proceedings of the Second Africa Regional Platform for Disaster Risk Reduction Consultative Meeting, which includes the recommendations of the Africa Platform to the Global Platform for Disaster Risk Reduction held in Geneva from 16-19 June 2009;

iii. *Endorse* the Proceedings of the Second Session of the Global Platform for Disaster Risk Reduction "Creating Linkages for a Safer Tomorrow" which contains the Chair's Summary;

iv. *Recall* the African Union Assembly Decision on the Revised 1968 African Convention (Algiers Convention) on the Conservation of Nature and Natural Resources and the Action Plan of the Environment Initiative of the New Partnership for Africa's Development (NEPAD) at the Second Ordinary Session, held in July 2003, in Maputo, Mozambique;

v. *Recall also* the African Union Executive Council Decision on the Programme of Action for the Implementation of the African Regional Strategy on Disaster Risk Reduction (2006 – 2010) adopted at the Eighth Ordinary Session of the AU, January 2006 held in Khartoum, Sudan;

vi. *Recall further* the African Union Executive Council Decision on the Special Session of the African Ministerial Conference on Environment (AMCEN) on climate change held at Nairobi, Kenya, May 2009, adopted at the Thirteenth Ordinary Session of the African Union Summit held in Sirte, Libya, June 2009.

vii. *Recall* all previous decisions on climate change.

viii. *Recall* the decision of African Ministers of Finance in Lilongwe, Malawi (29-30 March 2010), to *"support efforts towards enhancing national and regional capacities to mitigate exposure to disaster risk through institutionalising effective financial and other instruments such as strategic grain reserves, budgeted contingency funds as well as through sharing risk across [sub]regions".*

ix. *Acknowledge* the positive efforts that many national governments in Africa have made in integrating disaster and climate risk reduction in their development policies and planning processes, as well as into emergency response and recovery activities and recognise the difficulties of many States to institutionalize, enact and decentralize these efforts and turn them into action;

x. *Stress* the need for the Africa Regional Platform to continue to advocate and provide technical advice and support mechanisms by Regional Economic Communities, national governments and partners, for the implementation of the Africa Re-

gional Strategy for Disaster Risk Reduction and its Programme of Action (2006-2015);

xi. *Stress* the fact that there is a need for assessing the progress made by the African Union Commission, NEPAD Planning and Coordination Agency, Regional Economic Communities and Member States in order to accelerate the implementation of the Africa Regional Strategy for DRR through its Programme of Action (2006-2015);

xii. *Call the attention* of African leadership to the urgent need to strengthen sub-regional mechanisms in order to achieve the objectives of the HFA and the Africa Regional Strategy for Disaster Risk Reduction, through the implementation of the Programme of Action (2006-2015);

xiii. *Emphasize* the need for Member States, to promote the creation of partnerships with institutions dealing with disaster risk reduction, such as National Meteorological and Hydrological Services (NMHSs), the health and financial sector institutions, academia, specialised centres, research and scientific institutions, NGOs and civil society organisations, for purposes of achieving the objectives of the Africa Regional Strategy and Programme (2006-2015) and form part of a multi-sectoral National Platform for Disaster Risk Reduction;

xiv. *Recognise* the negative impacts of climate variability and change, including the increase in the occurrence and severity of disasters and increased competition over natural resources;

xv. Stress the special needs of most vulnerable countries and Small Island Developing States and recognise their aspirations for sustainable development and need for cooperation;

xvi. *Recognise also* that poorly planned urbanisation increases vulnerabilities which calls for concerted actions by local governments and communities.

xvii. *Stress* the need for Member States to leverage new entry points for disaster risk reduction by taking advantage of new developments since the inception of the Africa Regional Strategy for DRR, and integrate them into existing mechanisms.

Hereby recommend to the African Union Summit:

1. To request the African Union Commission to continue mobilising political support, and to advocate for international community, institutions and development partners to support Member States to institutionalise multi-sectoral National Platforms for disaster risk reduction, or similar coordinating mechanisms, that integrate disaster and climate risk management, emphasising 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 organisations 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 utilise 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.

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